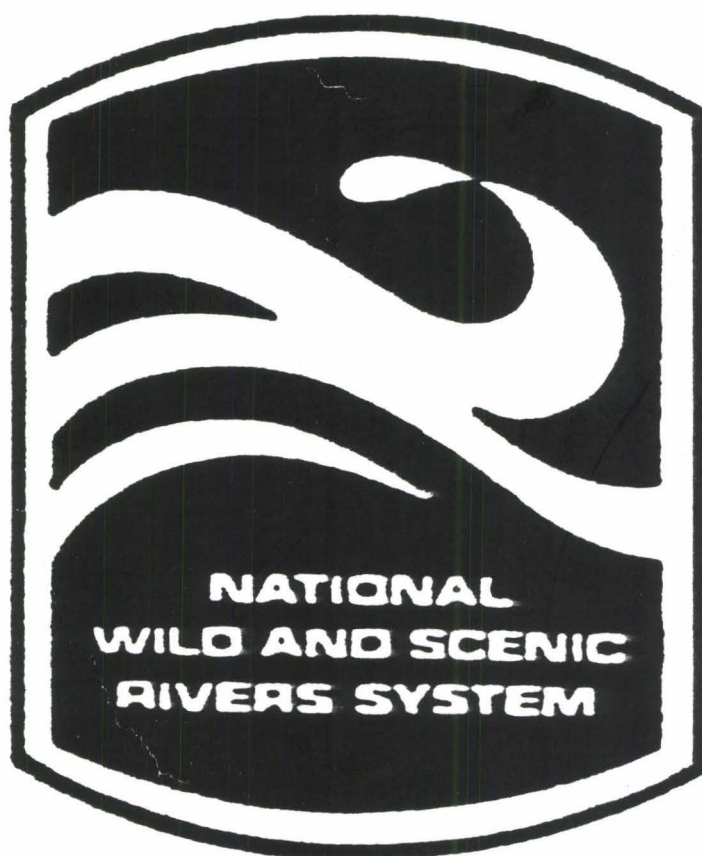


NORTH FORK STANISLAUS RIVER MANAGEMENT
PLANNING INFORMATION GUIDE AND RECOMMENDATIONS



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PLANNING INFORMATION GUIDE AND RECOMMENDATIONS

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ABSTRACT

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TITLE: North Fork Stanislaus River Management - Planning Information Guide and Recommendations

ABSTRACT: The North Fork Stanislaus River has been recommended for inclusion in the Wild and Scenic River Preservation System. A portion of the river has significant potential for increased recreation use, particularly in private and commercial boating. At this time, there is no management direction for the river that specifically addresses recreation uses and commercial recreation opportunities. The purpose of this paper is to present information and recommendations for the development of a river recreation management plan for the river. A review of river recreation management literature was conducted for gathering information and ideas for development of a river management planning information guide and recommended planning process. The river and environmental setting is discussed, along with information about issues and concerns that will need to be considered during the planning process. An overview of river planning process is presented with planning objectives, process components, Forest Service direction, and utilization of the Recreation Opportunity Spectrum. A discussion of recreation use limits, carrying capacity concept, and the Limits of Acceptable Change process is also presented. The Freedom of Choice Allocation System and Experience Time Slot System are discussed and recommendations made for utilization. The Limits of Acceptable Change process steps recommended for use in the river planning process are presented along with information for integrating National Environmental Policy Act requirements. This paper provides agency planners and decision makers information needed and a process outline that could be followed for a "state of the art" river management plan.

KEYWORDS: Wild & Scenic Rivers, River Management, Limits of Acceptable Change, Freedom of Choice Allocation System, Experience Time Slot System.

EXECUTIVE SUMMARY

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SUMMARY: The purpose of this paper is to present information and recommendations for the development of a river recreation management plan for the North Fork of the Stanislaus River. This river has been recommended by the Stanislaus National Forest Land Management Plan for inclusion in the Wild and Scenic River Preservation System. The objective of the paper is to provide agency planners and decision makers information needed and a process outline that could be followed for a "state of the art" river management plan. The plan is designed to meet the requirements of the Wild and Scenic Rivers Act and the National Environmental Policy Act.

A literature review was conducted to gather information about current river recreation management concepts. Personal interviews were conducted with several Forest Service personnel with similar resource management concerns. Various planning documents, including Management Plans, Implementation Plans, EA's and EIS's were also reviewed. The Stanislaus Forest Land and Resource Management Plan and the Forest Service Manual were reviewed for guidance and direction as well as specific resource information. Pertinent information from the literature review are incorporated into the project report.

The river is located on the west side of the central Sierras and receives considerable use due to its proximity to large population areas. Camping, fishing, picnicking and more recently, whitewater boating are the primary recreation activities. A recently completed dam project in the area is expected to provide flows of water that may provide for enhanced fishing and boating opportunities in the summer. It is anticipated that recreational use and demand of the

river area will grow considerably. There is currently no recreation management plan for the river. The important considerations related to recreational use of this section of river include: potential for conflict among user groups, crowding and congestion, deer migration routes and spotted owl habitat disturbance, private lands, and public safety.

River planning process objectives include addressing the future use of the river and its adjacent lands through consensus development with agencies and interested individuals and organizations. Specific requirements of the plan include establishing management objectives, establishing appropriate levels of recreation use and development, and prescribing management actions and monitoring programs to protect the values for which the river would be designated.

Managerial limitations on recreation use levels must be considered when limits are necessary and will address real problems. The "carrying capacity" concepts have evolved from a "numbers" decision making process, to looking at the actual undesirable impacts themselves and the factors affecting them. The Limits of Acceptable Change process represents a reformulation of the concept with emphasis on desired social and resource conditions rather than how much use an area can tolerate.

The Freedom of Choice Allocation System is an option for dealing with use limit allocations between private and commercial boaters. In this system, which is a departure from designating a specific quantity of the available use to certain user groups, all potential users draw from a pool of the available use and then decide whether or not to utilize a commercial service provider.

When there are distinctive user groups competing to use an area, and conflicts resulting from their differences, the Experience Time Slot System is a management option. This system provides a mechanism to respond to competing demands and could allow otherwise conflicting activities to occur in the same area, but at different times.

The Limits of Acceptable Change Process is recommended for planning for management of the river. The LAC process provides for the incorporation of NEPA requirements, development of objectives and management alternatives, analysis and selection of an alternative, and management implementation, monitoring and evaluation.

I. INTRODUCTION, OBJECTIVES AND METHODOLOGY

BACKGROUND

The North Fork Stanislaus River is a popular recreation opportunity for both local residents and area visitors. The river has significant potential for commercial whitewater rafting and some potential for significantly increased private boating (kayaks and rafts) and other river based uses (fishing, swimming, camping, picnicking, wading, sunning). This river has also been recommended for Wild and Scenic River status through the Stanislaus National Forest Land and Resource Management Plan process. However, at this time there is no management direction for the river area that specifically addresses recreation uses and commercial recreation opportunities.

PROBLEM

There are many issues and concerns associated with the increased recreational demand and changing land designation situation for the North Fork Stanislaus River:

Without specific management direction, the public's river recreation resource is in jeopardy of unmanaged and unprecedented activities that may create unacceptable physical and social impacts. The Stanislaus National Forest Land Management Plan (LMP) does not include site-specific management actions, but does lay out some of the general direction through Recreation Opportunity Spectrum (ROS) class designations and recommended Wild and Scenic River classifications.

If the Wild and Scenic River recommendations in the LMP are acted upon by Congress, the North Fork of the Stanislaus will be included in the Wild and Scenic Rivers System. Along with this designation comes the mandated requirement for a management plan for protection of the values for which it was designated.

Current recreational use levels are very noticeable with some impacted areas (crowding, litter, vegetational and soil disruption). An increase in use is expected due to the growing interest in such river environments, crowding in other river environments displacing users to less crowded areas, increase in river running skills and equipment availability, increase in commercial river running activities, and growing population within easy commuting distance (Lime, 1988).

If use increased to a point where user control and restraints are necessary, what managerial program is best suited for equitable treatment of all user groups

(shore based swimmers and anglers, commercial river boaters, private river boaters).

What are the resource values of the river and what are the objectives of management. How much change is acceptable while still maintaining the values and objectives for which the river is to be managed for.

How to gain public and commercially based user groups participation and support of a management planning process and consent to implement decisions from a managerial program.

There is a lack of knowledge about the complex demands for recreation experiences and resource concerns (fire, wildlife, etc.) and how do they inter-relate when trying to accommodate them in the the planning process.

PURPOSE

The overall purpose of this paper is to set the groundwork so that management opportunities can be developed and formalized prior to unacceptable and irreversible impacts. This involves providing resource and situation information and providing the framework for implementation of a planning process that would include the necessary information for river analysis, planning and management direction decision making. The objective is to provide agency planners and decision makers information needed and a process outline that could be followed for this river segment's management plan process to be completed.

In summary, it would provide groundwork for a "state of the art" river management plan intended to meet requirements of the Wild and Scenic Rivers Act and the National Environmental Policy Act. The product of the planning framework would also become an LMP Appendix or associated Implementation Plan.

Some specific objectives of the final river management plan would include:

Provide for protection of river resource values while encouraging recreational opportunity use.

Provide a framework for river resource conflict avoidance/mitigation activities.

Provide a focus for involvement of concerned individuals in the information gathering and decision making process.

LIMITATIONS

Though there are numerous general recreation related issues and concerns, this project will concentrate on river area recreation activities (boating, fishing, waterplay, public safety, camping, etc) or resources (wildlife, cultural, etc) that are directly affected by river recreation interaction . Narrowing down the scope of this project is essential in order to provide an in-depth analysis of the river recreation management opportunities while dealing with practical time constraints that preclude encompassing all river area activities. Furthermore, the non-river recreation issues and concerns for the river area are being addressed through other current planning processes such as the Forest Off Highway Vehicle Plan and recreation facility development projects.

Only the portion of the North Fork of the Stanislaus that has present river recreation use and demand, and potential for significant increased demand is addressed. The stretch of river being addressed begins approximately one half mile upstream from the Sourgrass Campground, at Pine Needle Flat, and ends approximately one quarter mile downstream of the Smith Parkway vehicle bridge in Calaveras Big Trees State Park. The use and demand on this section of the river is a result of the significantly better access and highly desirable recreation opportunities, compared to other sections of the river.

PLANNING FRAMEWORK, CONCEPTS AND PROCESS

In order to develop a planning framework to meet legal requirements and satisfy the need for an overall management plan, several concepts and processes are utilized. The following is a brief explanatory narrative of the primary concepts and processes that will be utilized in the planning framework.

Recreation Opportunity Spectrum

The Recreation Opportunity Spectrum (ROS) is a useful recreation resource inventory and planning tool as it provides a framework for stratifying and defining classes of outdoor recreation opportunity environments (ROS Users Guide, 1982). The most easily identified component of the ROS concept is the division of recreation resource opportunities into classes that represent levels of physical, social, and managerial settings. ROS serves as a recognized means for classifying the recreation opportunities of an area in order to assess current opportunities and to show how any modification to the environment or access changes would result in a different recreation opportunity scenario. The ROS concept emphasizes that quality in outdoor recreation can best be achieved by providing a diversity of recreation opportunities to satisfy people's tastes and preferences (Clark and Stankey, 1979).

Wild and Scenic River Guidelines

The Wild and Scenic Rivers Act, the particular Act that would formally designate river status, and the Final Revised Guidelines for Eligibility, Classification and Management of River Areas (47 FR 3954, Sept. 7, 1982), give specific guidelines for what the river is to be managed for and direction for completion of a management plan.

Limits of Acceptable Change Planning Process

The Limits of Acceptable Change (LAC) planning process initially focused on the implications of recreation use in Wilderness through the identification of unacceptable impacts for the social and resource consequences of recreational use of Wilderness (Cordell, Ewert, Stokes, 1992). The LAC process however, is used to address other natural resource management situations where, through the selection of indicators and standards, the thresholds of unacceptable impacts can be identified, and pre-planned management actions then taken to address the unacceptable impacts.

One of the true values of the process is that when the indicators and standards are developed from resource user and management consensus, there is greater user support of management activities. This is primarily a result of the "ownership" that the users and managers have in the final planning product and the fact that the majority of conflicts and concerns have been addressed to their satisfaction.

National Environmental Policy Act

The National Environmental Policy Act (NEPA) always plays a significant role in any planning process due to the legal mandate that all significant actions on federal public lands must take into consideration the effects on the environment. NEPA serves as an additional planning tool as its analysis and disclosure requirements form the basis of any good planning process. NEPA and the LAC process can also work concurrently, through many phases of the planning process.

Experience Time Slot System

The Experience Time Slot System concept was developed by Norm Ando (Ando, 1986) for planning and management of types of river recreation opportunities that provide different types of outcomes as river users may have different preferences of recreation experiences. River segments could provide a variety of opportunities when managed differently during certain time periods to provide a needed variety of opportunities. Thus, the concept of different time periods managed for a variety of opportu-

nities was entitled the Experience Time Slot System (ETSS). A significant value of the concept is for dealing with conflicts between user groups that may have distinct but separate time periods where their chosen activity is most important.

Freedom of Choice Allocation System (FOCAS)

When use of a managed resource exceeds the capacity or level of change acceptable as determined by a management plan, allocation of the use, along with the necessary limits of use, is an important decision. Allocation systems to distribute limited use of a resource have generated considerable controversy, even though recreationists generally support limited use restrictions (Shelby, 1991).

The Freedom of Choice Allocation System (FOCAS) was developed as a means of treating all users the same if it became necessary to allocate use of a resource, usually through a permit system (Penner, 1985). This allocation approach is based on the visitor research that found that the public preferred that all users be treated equally (Stokes, 1991).

PLANNING FRAMEWORK GOALS

Provide information about the setting, historical use, issues and concerns to assist in the development of issues and concerns scoping and analysis narratives.

Provide planning information and guidelines for a planning and decision making process that would meet river recreation management and resource management concerns, respond to competing demands of various user groups, and meet experience expectations of various user groups.

Provide necessary pre-planning and analysis for development of management plan that incorporates current recreation resource management concepts and meets requirements for Wild and Scenic Rivers Act (W&SRA), and National Environmental Policy Act (NEPA).

Incorporate the concepts of: Limits of Acceptable Change (LAC), Experience Time Slot System (ETSS), Recreation Opportunity Spectrum (ROS), and Freedom of Choice Allocation System (FOCAS).

METHODOLOGY

Addressing the Problem

The methodology for this project is based on addressing the identified problem and purpose statements. The problem and purpose statements were also looked at as a challenges to be addressed. The first challenge is the opportunity to address unacceptable resource impact problems prior to becoming difficult to resolve due to use and activity precedents. The second challenge is the opportunity to incorporate current concepts to improve the planning process and management of the river resource and recreation experiences. The overall objective is to provide river resource planning information guidance and recommendations.

Planning and Management: Information and Research

A combination of the Clemson Course Classroom information, literature review and information from personal contacts are used to identify planning and management tools, options, and opportunities. The literature and personal contacts concentrate on pertinent recreation research and implications, and results of applications of various planning and management processes and options

Resource Area Background Information

The issues and concerns specific to the river area are described and discussed. The purpose is to make sure all the background information concerning the resource, and issues and concerns for management are compiled and readily available. This information is needed for those who would carry out the planning process, and as background information for the decision makers. Most of this information is necessary for the NEPA document for analysis and selection of a final river management planning and implementation strategy.

Planning Process Review

The river planning process is reviewed and summarized in order to insure the planning process follows Forest Service Manual (FSM) direction. Planning recommendations and guidelines from other sources are incorporated as well to support and strengthen the philosophy apparent in the FSM direction.

Planning and Management Options

Several important options and considerations for planning and management options are discussed and analyzed. The purpose is to provide information to the planners and decision makers about planning and management concepts that have an application to this river.

Recommendations for Implementation

Recommendations are included that are based upon discussions and analysis in the project report. Recommended planning process steps are tied to NEPA requirements.

Additional Information and Ideas

The Appendix serves to provide additional information, ideas, and sources of information for the implementation of the planning and management process.

II. LITERATURE REVIEW METHOD

A literature search utilizing the FS INFO was conducted to identify literature pertinent to the project purpose and objectives. FS INFO is a computer network of Forest Service libraries and information services composed of a central unit and ten INFO Centers. The FS INFO Database contains bibliographic citations of Forest Service produced or authorized publications, FS library holdings, subject oriented bibliographic databases, and other publications relevant to the Forest Service mission. The database is regularly updated with current literature from journal articles, Forest Service publications, books, proceedings, and other pertinent publications (such as *Western Wildlands*).

The FS INFO literature search was conducted in August of 1992 by searching for subjects and keywords. The following is a list of subjects and keywords that were most productive in literature citations (greater than five citations; number citations listed in parentheses):

River Recreation (59)	Carrying Capacity (138)
Permits (57)	Wild & Scenic Rivers (44)
Limits of Acceptable Change (9)	River Regulation (7)
Outfitter (8)	

A few subjects and keywords were very limited in citations (five or less):

Freedom of Choice (1)	Outfitter and Guides (5)
Experience Time Slot System (1)	Recreation Carrying Capacity (4)

With the known history of a significant amount of river and recreation research and literature that is specialized in dealing with allocation, capacity, and planning, it was surprising that the following subjects and keywords did not produce any citations during the network search:

River Allocation
Transactive Planning
River Recreation Allocation
River Carrying Capacity
River Recreation Capacity

Experience Outcomes
River Outfitter
River Capacity
Transactive Analysis

From the literature list produced by the FS INFO Database, a selection of current and pertinent publications and papers were ordered and received from the Region 10 Information Center.

Personal interviews were also conducted with various Forest Service personnel with similar resource management concerns. From these interviews, additional literature was received in the form of Environmental Assessments, Environmental Impact Statements, Management Plans, and Implementation Plans.

The Stanislaus Forest Land and Resource Management Plan and Forest Service Manual were also reviewed for guidance and direction as well as specific resource information.

Rather than summarize the literature in this Chapter, the pertinent information has been incorporated into the text of this Project Report.

The following publications were particularly helpful in providing ideas and information for this project.

Penner, Steven P. 1985. The Proposed Freedom of Choice Allocation System on the Flathead Wild and Scenic River. Clemson University Short Course Project.

Ando, N. 1986. Introduction of the Experience Time Slot System: An Alternate Recreation Management Concept. Utah State University Short Course Project.

USDA Forest Service. July 1992. North Umpqua River Management Plan. Umpqua National Forest

USDA Forest Service. July 1991. Merced River Implementation Plan. Sierra and Stanislaus National Forests.

USDA Forest Service. 1986. Flathead Wild and Scenic River - Recreation Management Direction. Flathead National Forest.

Western Wildlands - Numerous articles.

III. RIVER AND ENVIRONMENTAL SETTING

VICINITY AND GENERAL SETTING

The North Fork Stanislaus River is one of the major tributaries of the San Joaquin River valley. This river starts in the high country of the central Sierras and meets the other major tributaries of the Stanislaus River in the foothills of the California "Mother Lode" historical gold mining country.

The North Fork Stanislaus River flows down the west side of California's central Sierra Nevada from Stanislaus Meadow to the confluence with the Middle Fork Stanislaus near the western Stanislaus National Forest boundary. Almost the entire North Fork serves as the boundary between Calaveras and Tuolumne Counties.

The river and its corridor with vistas of forested valleys, towering giant sequoias, precipitous gorges and relatively gentler river channels, along with the contrast between the riverine environment and adjacent terrain, provides a setting exemplifying Sierran grandeur. Fishing, swimming, camping, hiking, and whitewater boating are popular recreational activities in the area.

Only a portion of the North Fork of the Stanislaus that has significant access and river recreation use potential is being analyzed for this project. This portion is from the Pine Needle Flats area above the Sourgrass Campground to a point just below a bridge and a picnic area inside Calaveras Big Trees State Park (CBTSP), a unit of the California Department of Parks and Recreation (CDPR). See Figure 1 and 2 for vicinity and project area map.

The majority (2/3) of this river section flows through National Forest and a small section of private land. The lower end of the section is in Calaveras Big Trees State Park. Since the majority of the river section flows through National Forest, the State Park has agreed to the Forest Service as being the lead agency in river management planning. Representatives from the State Park have been cooperatively working with the Forest Service in river area related management issues.

FIGURE 1

VICINITY MAP

NORTH FORK STANISLAUS RIVER

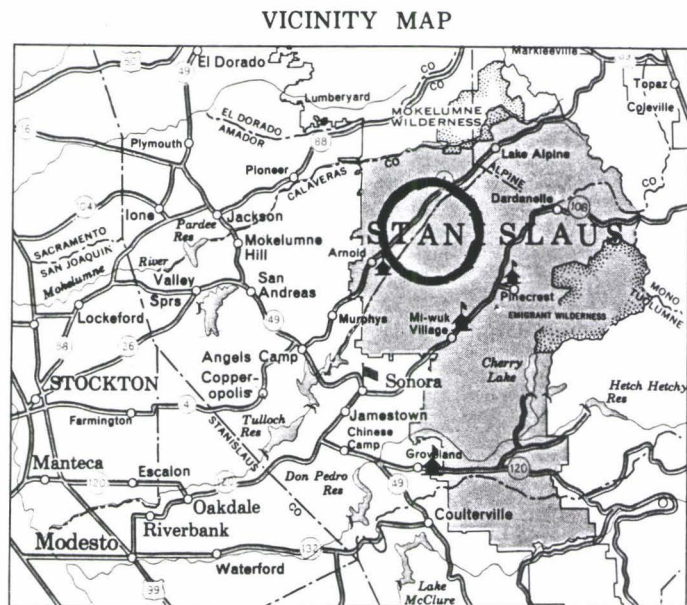
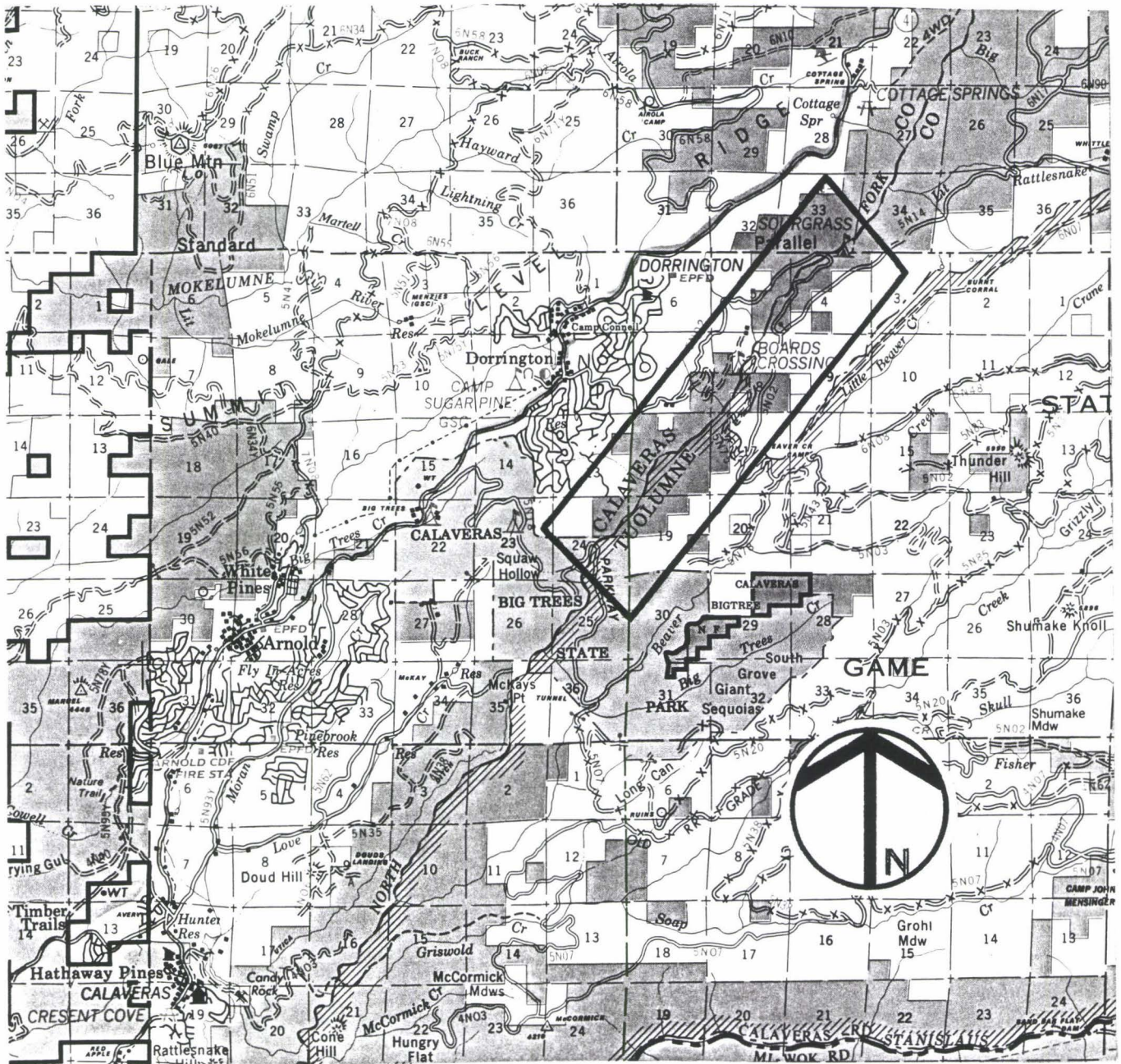


FIGURE 2
PROJECT AREA MAP
NORTH FORK STANISLAUS RIVER



MANAGEMENT, DEVELOPMENT AND USE

Forest Land Management Plan and Wild & Scenic River Status

The North Fork of the Stanislaus was identified as a potential Wild and Scenic River in the Nationwide Rivers Inventory (NRI) published by the National Park Service in 1982.

This section of river was studied for its potential Wild and Scenic River designation by the Stanislaus National Forest in conjunction with their Forest planning process. The Forest Land and Resource Management Plan was published in October 1991 and recommended that the 3 miles from just above Sourgrass Campground to just below Boards Crossing be designated Recreational and the remainder designated Wild. This recommendation is subject to further review and modification to the Chief of the Forest Service, the Secretary of Agriculture, or the President. Final modification and designation is reserved by Congress.

Water Resource Development Affecting the River Segment

The North Fork project was licensed by the Federal Energy Regulatory Commission in 1982. The Calaveras County Water District/Northern California Power Administration constructed two dams, one power plant, power transmission lines and other support facilities on the North Fork and one of its tributaries, Highland Creek. The results of these projects affect the recreational use and fisheries. The river is predicted to have higher volumes and cooler water in the summer than historic flows.

The river flows had previously been regulated by small dams on upstream tributaries that only slightly buffer natural volumes. This changed however, when a new, larger dam replaced one of these (Spicer Dam on Highland Creek) in 1988. Projected flows from this new facility have yet to be completely modeled, but will be lower during the spring run off period and substantially higher throughout the summer months.

Boating Use, Management and Demand

Whitewater boating on this section of river has only recently become a popular recreational activity. Limitations due to unsuitable flows (averaging 50 cubic feet per second in the summer) and seasonal access have historically restricted this activity to a brief period during the late spring, which might be only a few weeks long in some years. The river had seen only limited private rafting/kayaking and no commercial interest until 1986.

Although the suitability of the North Fork Stanislaus for boating was limited, it was anticipated that the New Spicer Dam (which was under construction and completed in 1988) would have regulated flows that would also provide for summer boating (from approximately April through September). Boating could then become the most popular recreational activity along the Sourgrass - Big Trees stretch, and could attract hundreds of users each week.

In 1986, rafting companies sought permits from the Forest Service allowing commercial use of the North Fork from the Sourgrass/Pine Needle Flat area to the River Picnic Area located in Calaveras Big Trees State Park. The two agencies involved decided that, since rafting on the river was such a new activity, a three season study period would be established, and only four annual permits would be issued. This study period was to determine the issues related to rafting and to develop management strategies for the agencies involved. The study period was extended indefinitely after the 1988 season due to an extended drought which resulted in water flows marginal for rafting. The drought reduced the spring boating season to only a few trips and prevented the dam from filling and releasing "summer" water. In early 1993, the water situation changed dramatically and it appears the drought may be over. The dam is expected to fill in spring 1993 and summer water flows may be possible.

Whitewater rafting is an increasingly popular activity. In California, with a highly mobile population in search of new leisure activities, and with a large number of suitable rivers, this pursuit has grown at a very rapid rate. Both private and commercial rafting is common, with the latter most common on rivers of higher technical difficulty. Only when the growing popularity of whitewater rafting demanded new opportunities was the North Fork Stanislaus seriously considered. Although the subject stretch is considered to be very difficult, there therefore is no lack of expertise and suitable equipment. Therefore, the popularity of the North Fork Stanislaus is currently limited only by accessibility (access roads are closed from the first heavy winter snows until the spring thaw), and low summer flows.

Even during the drought, private and commercial boating interest and use has increased during the short spring high water period. The need for river management has been increasing as a result of the continued recreational boating interest and the Wild and Scenic River recommendation.

Whitewater boating on the North Fork is both exciting and challenging. Commercial rafting excursions are typically all day trips with a lunch stop while en route. Under whitewater boating flow conditions, the river is classified as Class V to Class VI, which indicates a high degree of difficulty and requires some rafting skill on the part of all passengers. The narrow channel along some stretches require a correspondingly narrow raft, using paddles instead of oars. Helmets are required, and wetsuits appropriate for most of the season.

General Recreation Use and Demand

This area receives considerable visitor use due to the availability of water related recreation opportunities. Due to this area's relatively low elevation, it is warmer than most of the other recreational areas with water on the Forest and is popular for water play activities. Its low elevation also allows access when higher country is snowed in.

Camping, fishing, picnicking, water play (swimming, wading, sunning), deer hunting, and recently whitewater boating, are the main leisure activities along this section of river. The regulated flow from the New Spicer Reservoir provides a higher level of river flow than the historic past, which may encourage boating and fishing use during the summer months. The regulated flow of colder water however may also discourage water play.

Visitation of the North Fork is heaviest at developed sites and in Calaveras Big Trees State Park. Recreational and hunter use along the segments managed by the Forest Service is significant, but moderate when compared to the better known rivers such as the Tuolumne and Merced Rivers. No accurate records of visitor use levels are available for this river area other than the campgrounds. Use levels at the campgrounds are such that they are full every weekend of the summer and mostly full on weekdays during the heart of the summer vacation season.

All these factors combine to result in a recreation demand that far exceeds the area's present capacity. Visitor parking, picnicking, water play and camping demands have resulted in safety and resource protection (fire hazard, sanitation, cultural resource, soil and vegetation impacts) concerns.

These problems were first documented in a draft Environmental Assessment (EA) in 1981. At that time it was estimated that the actual use at the Sourgrass Campground exceeded design capacity by an average of 400%. Since then, the use has increased and only minor changes have been possible to address the concerns.

Demand for recreation opportunities in the area is expected to grow. The 1989 Preliminary General Plan for the Calaveras Big Trees State Park described Calaveras County population as tripling in population from 1960 to 1988. The statewide population has grown as well and there has been a noticeable increase in leisure time and consumer spending for recreation activities. This trend is not expected to change in the near future.

Developed Recreation Resources

The Sourgrass area presently includes a 15 unit family campground and limited day use parking. Future development of the Sourgrass area has been planned and

preliminary funding granted. A 50 unit campground, day use facility, expanded parking, and a boating put-in site are expected to be funded and constructed by 1995.

The Boards Crossing area is a designated campground on the Forest map. However, it has limited facilities (pit toilet, few tables, and two water faucets). The development potential for Boards Crossing is limited due to lack of legal public access across private lands and need for resolution of potential conflicts with adjacent private lands.

The river rafting take-out point is adjacent to a picnic area in Calaveras Big Trees State Park. This receives low to moderate use. Water related recreation can be very heavy in the vicinity, however, particularly swimming during the summer months.

Recreation Opportunity Spectrum

The Recreational Opportunity Spectrum (ROS) is an inventory and planning concept used to classify the recreational environments (level of development and recreation experiences) for a given area. Using this method, the majority of the river and riparian area would presently be classified as Semi-Primitive Non-motorized. These areas provide visitors a moderate probability of experiencing isolation from the sights and sounds of other humans and a high degree of interaction with the natural environment. Appropriate water based recreational uses under this classification for the North Fork include swimming, fishing rafting and kayaking.

The areas around Sourgrass, Board's Crossing and the Smith Parkway Bridge (in the State Park) would presently be classified as Rural. This is characterized by a modified appearance with evidence of the sights and sounds of people. These areas provide a moderate to high level of interaction between users, and with the evidence of other users common. The primary difference between the Rural and Semi-Primitive Non-Motorized is the vehicle access and development level of cabins on the private land and camping and picnicking facilities.

PHYSICAL SETTING

Topography

The river section is approximately six miles in length, with a net vertical drop of over 300 feet (3960' to 3640'). The river flows through a deeply incised canyon whose sides rise a rather uniform 1400 feet above. The slope of the canyon walls averages approximately 25%, although major portions are in excess of 50%.

Hydrology, Streamflow and Water Quality

The North Fork Stanislaus is a young entrenched bedrock river, with only a few minor tributaries along its total 28 mile course. Stream flows between Sourgrass and CBTSP historically varied from a spring run off of several thousand cubic feet per second (cfs) to summer drought flows of under 50 cfs. Flows related to storm events may rise to several thousand cfs, with the maximum flood recorded in 1963 at 36,000 cfs. Stream flows reach their peak during the late spring snowmelt. Flows along the North Fork are now regulated by Union and Utica Reservoirs and by the more recent and much larger New Spicer Reservoir.

Water quality of the North Fork is high, with few sources for deterioration, except from recreationists. However, like all Sierran rivers, the North Fork should be suspected to contain *Giardia lamblia*, making it unsuitable for drinking without treatment.

Litter and human waste resulting from recreation activities could deteriorate water quality. It may be difficult to separate out the source of cause (camping, fishing, day use, boating).

Vegetation and the Riparian Zone

The river courses through a riparian zone while traversing elevational zones of vegetative communities. Due to the steep canyon walls, the riparian zone along the North Fork is narrow, with typical riparian vegetation intermingled with non-riparian forest species. Common riparian plants are white alder, willow, Indian rhubarb, and various sedges.

As elevation decreases, vegetation ranges from lodgepole pine-red fir associations, mixed conifer, and ponderosa pine to oak woodland and chaparral. Chamise, toyon, and scrub oak are commonly found. Wetter sites can support Douglas-fir and ponderosa pine. Whiteleaf manzanita and bear clover dominate the ground.

The river passes through groves of giant sequoias in Calaveras Big Trees State Park, a notable distinction for a major Sierran river. The giant sequoias along the lower stretch of river are a unique response to site conditions.

Although the river corridor has not been completely surveyed, uncommon species are known to occur in nearby locations. *Erythronium tuolumnense* grows in cool, shaded, north-facing slopes between 1,200 to 5,000 feet elevation in the drainages of the North Fork. There are no known Threatened or Endangered plant species in the area.

Wildlife and Fish

Wildlife in the river area are those species commonly found in the Sierra Nevada. These include blacktail deer, black bear, raccoons, gray squirrel and skunks. Portions of the river area provide travel corridors for fisher. The majority of riparian-associated species are birds.

Suitable habitat for the California spotted owl is found in the area. Spotted owls occur in the vicinity of Pine Needle Flat, which is included in a portion of forest land that has been designated by the Forest Service as a Spotted Owl Habitat Area.

The river's self-sustaining population of rainbow and brown trout is supplemented with catchable trout by the California Department of Fish and Game. Aquatic animal life also consists of one non-game species (California roach). The planted trout actually provide for the majority of catchable trout and the river has been stocked on a weekly basis during the fishing season in the past in the Sourgrass, Boards Crossing, and CBTSP vicinities.

The North Fork Stanislaus forms the northern boundary of a State Game Refuge from near Boards Crossing through Calaveras Big Trees State Park. This refuge serves as important deer range and no hunting is allowed. This part of the North Fork area is a key migration route for the Railroad Flats deer herd. The herd utilizes the area from March to June.

Most terrestrial life forms found in the area will be unaffected by recreational activity along the river. However, animals that would frequent the riparian zone during the day (when boating, fishing, swimming hiking, etc. occurs) include water ouzels, kingfishers, and migrating deer, may be affected.

While most recreational activities in and of themselves are not likely to significantly impact the spotted owl habitat located at Pine Needle Flat, the use of vehicles driving into the area, large groups of people, or overnight camping could do so. Boating activities, hiking and fishing might, however, could disrupt the annual migrations of the Railroad Flat deer herd at river crossing points.

Visual Resources

The Visual Quality Objective (VQO) for the LMP recommended Wild & Scenic River segments of the North Fork is "retention." Portions in developed areas (campgrounds and private lands) exist in a condition equal to "modification."

The river area has been given a "Distinctive" visual quality rating by the California State Park system, and is based on the variety of land and water forms and vegetation.

Pools, rapids and riffles in narrow gorges and wider channels and a diversity of vegetation from riparian to high elevation conifers to lower elevation brush and chaparral support the rating.

OTHER RESOURCE ISSUES AND CONCERNS

Cultural and Historic Resources

Four prehistoric sites have been located, but only a small portion of the river has been inventoried. The river terraces have high archaeological sensitivity and when fully inventoried could provide information about the Washoe who held summer territory along this drainage.

A portion of the river was used as a conduit to transmit water to foothill mining communities in the mid-1800s. A few historical remnants of diversion structures and ditches remain.

Cultural resources could be disturbed or destroyed if located near areas of human visitor concentration such as popular fishing and water play areas, and boating sue areas such as put-in, take-out and lunch spots.

Land Ownership

The corridor of the river being analyzed traverses two areas of non-Federal land, for a total distance of approximately three miles. Two and a half miles of river flow through the Calaveras Big Trees State Park in the lower elevations. The river crosses a half mile of private land at Boards Crossing.

Transportation and Road System

The river forms the common boundary between Calaveras and Tuolumne Counties, but is most accessible only from the Calaveras (north) side. Even then, convenient access by paved road is only provided at two points: Sourgrass Campground via Board's Crossing road and Calaveras Big Trees State Park via the Smith Parkway. Both of these roads are arterial to State Route 4, the Ebbetts Pass Highway. An unimproved road provides additional access through private land and crosses the river at Boards Crossing itself. However, this unimproved road has no easement for legal public use. All other access is by unmanaged foot paths as there is no established trail system.

Other Resource Activities

Timber harvesting occurs on both sides of the river corridor, but is mostly far enough from the river corridor so that it is not visible.

Livestock grazing on both private lands and National Forest are visible sometimes to river corridor users. Numbers of livestock and grazing use is rather low and there have been very few conflicts with river users.

Social and Economic Issues

Social groups near the river area can be classified into recreationists and community residents. Recreationists travel from Central Valley communities and the San Francisco Bay Area. Two communities are near Calaveras Big Trees State Park. The residents of the popular retirement communities of Arnold and Dorrington are strongly oriented toward the area's natural environments.

The Stanislaus National Forest occupies the eastern portion of Calaveras County, whose economy is benefited by tourism expenditures. Arnold and Dorrington would receive direct benefits from tourism expenditures of Wild and Scenic River visitors. Any economic benefits to Tuolumne County from Wild and Scenic River designation would be insignificant because of the river's distance and isolation from travel corridors.

Water is a critical issue throughout California and demand for water currently exceeds the supply. The North Fork Stanislaus watershed provides a portion of the water needed to support the Central Valley population.

Fire Hazard, Emergency Response and Public Safety

The fire environment of the North Fork canyon is critical during the summer months, particularly on the south facing slope. The drier fuels on this side of the river, the more flammable types of fuel, such as mountain misery (*Chamaebatia foliolosa*), and the steep canyon walls promote the rapid spread of any ignition. The problem is compounded by the difficulty of access for suppression equipment and crews, including fire tankers. The problem of access is duplicated on the adjacent, north facing slope, although the fuel complex and microclimate there is less critical.

Any recreational use along the river has the potential for resulting in wildfires. As use increases, this potential also increases. The same is true regarding the potential for injuries to recreationists that may require evacuation by local emergency medical personnel.

The lack of quick access during critical situations in the river canyon applies to medical emergencies as well. Considering delays in communication, an injured or ill person could be delayed many hours in receiving needed care.

Compounding the access problem is the potential for the visibility of boating to encourage boating by those not properly skilled or equipped for this type of river.

SUMMARY OF RIVER RECREATION USE RELATED ISSUES AND CONCERNS

The following topics have been identified as important considerations related to recreational use on this section of North Fork Stanislaus River:

Management

The North Fork Stanislaus River above Sourgrass (to Sand Flat) is being considered for nomination into the Wild and Scenic Rivers System as a Wild River. This could have implications for accessibility to the rafting put-in point at Pine Needle Flat. Other sections of the river may be considered for nomination as either scenic or recreational. Such a designation would have an effect of the future management of recreation and facility development. If any section of the river in the rafting corridor is nominated, review will be necessary to insure any proposed actions are within the guidelines of the authorizing legislation.

Recreation

The flow regime of the North Fork Stanislaus, subsequent to completion of New Spicer Dam, has not been accurately modeled. It is possible that estimates of stable flows of approximately 400 cfs (the expected minimum flow suitable for boating) will not be the case, and boating will not be possible during all of the April to September period. Inadequate boating flows could result from diurnal changes in river flows to conform with peak electric power demands.

Due to uncertainty over future river flows, the viability of boating as a summer recreational activity remains unknown.

Uncertainty over the ultimate demand for boating opportunities makes planning difficult. The potential for both demand and use exceeding the environmental and social capacity of the river system is recognized.

Boating could conflict with other river oriented recreational activities, including fishing, swimming, and river corridor exploration.

The use of an essentially pristine area could detract from this quality.

Access & Traffic

Access to the entire area is limited.

Parking could remain a problem at the Sourgrass area. Particularly on summer weekend days when large numbers of recreationists use the area.

Water Quality

Litter and sanitation problems could deteriorate otherwise high water quality.

Wildlife

Pine Needle Flat is located in a Spotted Owl Habitat Area (SOHA). Spotted owls are currently listed as a Species of Special Concern by the State of California, and Sensitive by the Forest Service. The maintenance of their habitat requirements is a concern of the Forest Service.

The boating route includes areas utilized by a deer herd during their annual migrations between winter and summer habitats.

Threatened & Endangered Species

There are no threatened or endangered species known to exist at or near the use area, although consideration being given to listing the spotted owl could change this.

Cultural Resources

Streamside activity by river area users could harm as yet unidentified sensitive cultural sites.

Non-agency Lands

Portions of the river frontage along the route are adjacent to lands owned both privately (at Board's Crossing), and commercially. Trespass by recreationists may become an issue.

Fire Hazard

A high fire hazard is recognized along the north side of the North Fork Stanislaus, due to solar exposure, vegetation type, and poor access.

Public Safety

Whitewater boating is recognize as a potentially hazardous sport, particularly for those with skill levels below that which is demanded by the particular river. Boating the North Fork Stanislaus is difficult, and would be unsafe for the average river boater. The safety of noncommercial boating is a concern.

Emergency response to injured boaters while en route would be difficult, due to limited accessibility.

IV. RIVER PLANNING PROCESS OVERVIEW

PLANNING PROCESS OBJECTIVES

River management planning is a process through which managers and interested individuals can address the future use of a river and its adjacent lands. The process should bring local, state and federal government agencies, private organizations, commercial entities and landowners (as appropriate for each river situation) together to work cooperatively, developing strategies, exchanging information, assessing current issues and sharing common goals and objectives for the river corridor.

A properly developed and implemented river management plan is both a guide for achieving a desired future and a "charter" for implementing the manager's and user's agreed upon management of the area. It identifies the most important values and features of the river area, describes ways in which they can be maintained, and assigns responsibility for their protection and use.

PLANNING PROCESS COMPONENTS

As each river management plan is tailored to the resource characteristics and socio-political environment of that particular river, the appropriate components of the plan and planning process, as described in various river management literature sources, should include:

- A detailed resource inventory and assessment of the river corridor including natural resources and attributes, recreational opportunities and cultural resources.

- A series of public involvement meetings (including state and local officials and private interests) to identify issues and concerns, discuss and develop consensus on the values of the river, objectives of management, and how to quantify and evaluate meeting those objectives.

- Establishment of a river "Task Force", comprised of representatives from the management agencies and interested individuals. The mission of the task force is to provide input throughout the planning process for maintaining consistency and public support in developing and meeting management objectives. See Appendix A, Public Involvement and Task Force - Ideas and Examples.

- Clear statements of the objectives of management to guide formulation of the plan.

- Plans for management of uses and activities and specific actions to implement and administer the plans.

The first stage of the planning process is actually a pre-planning process where several steps should take place including:

The overall goals of the planning process need to be developed. These should include:

Provide for a spectrum of opportunities

Determine specific recreation opportunities to be provided on designated river segments

Maintain quality of natural resources and recreation opportunities over time

Recommend management direction related to river use allocation and rationing

Review other river management plans and planning processes (including appeals) for ideas and process concerns that should be kept in mind. Learn from other documents and planning processes so that the final document is (Walker):

Rational - the decisions clearly make sense

Trackable - the process is reasonable to follow to see how decisions were arrived at

Defensible - decisions based upon best information available and not just historic use and intuition

FOREST SERVICE DIRECTION FOR RIVER PLANNING PROCESS

Direction from the Forest Service Manual (FSM 2354.32) for a Wild and Scenic River management plan follows:

"Prepare a management plan accordance with section 3(b) of the Act within 1 year following designation or as otherwise provided by the designation language."

"Management plans for designated rivers must:

1. Establish management objectives for each segment of the river. As a minimum, state the Recreation Opportunity Spectrum class featured (ROS, FSM 2310) and procedures for maintaining the ROS for each

segment over time. To the extent possible, the management objectives should reflect the river's recreational relationship to nearby rivers.

2. Describe historical trends in use, demands, and needs of the river resources and likely future trends.
3. Include specific and detailed management direction necessary to meet the management objectives.
4. Establish detailed river area boundaries.
5. Determine wild, scenic, and recreation classifications that best fit the river or its segments, unless those classifications are prescribed in designating legislation.
6. Establish appropriate levels of recreation use and developments to protect the values for which the river was designated. See section 3(b) and 10(a) of the Act and the guidelines.
7. Provide for public safety and refer to State boating laws, U.S. Coast Guard Regulations, and other applicable State and Federal Regulations.
8. Prescribe actions needed to manage development along the stream bank (sec. 6 of Act).
9. Provide for monitoring and evaluating visitor use patterns, use impacts on the river, and visitor experiences."

RECREATION OPPORTUNITY SPECTRUM - A PLANNING TOOL

As previously described in the Introduction and Objectives section, ROS is an inventory and planning system and serves as a means of analyzing and classifying recreation opportunities. The Forest Service Manual directs that ROS is to be used to "delineate, define, and integrate outdoor recreation opportunities in land and resource management planning" (FSM 2311.1).

The Forest Service Manual (FSM 2310.2) describes that the ROS concept should be applied to the planning effort to:

1. Inventory existing and potential recreation opportunities, determine future need for those opportunities, analyze the issues and current management situation, and propose management activities to integrate the recreation needs of the public into planning for other resource needs

2. Determine levels, standards, and types of recreation opportunities needed to achieve recreation goals and resolve issues and concerns identified.
3. Collect, store, use and distribute recreation resource inventory data to better manage the resource and keep managers and the using public aware of the size and diversity of the Forest Service recreation program.
4. Coordinate with other Federal, State and local agencies and the private sector in order to avoid competition with the private sector, duplication of recreation facilities and programs, and land use conflicts.

FSM 2310.3 goes on to further explain that the general planning policy is to:

1. Use ROS to establish planning criteria, generate objectives for recreation, evaluate public issues, integrate management concerns, project recreation needs and demands, and coordinate management objectives.
2. Use the ROS system to develop standards and guidelines for proposed recreation resource use and development.
3. Use the ROS system guidelines to describe recreation opportunities and coordinate with other recreation suppliers.
4. Recognize that recreation opportunities in each ROS class need not to be provided on National Forests
5. Do not provide urban opportunities with public funds and channel urban class opportunities to private land if available.

The ROS system can not accomplish these objectives by itself but must use planning processes such as LAC as the mechanism for meeting the directives and objectives listed in the Forest Service Manual.

V. RECREATION USE LIMITS AND ALLOCATION:

A DISCUSSION AND RECOMMENDATIONS

RECREATION USE LIMITS

Managerial limitations on recreation use levels are some of the most difficult and controversial decisions to be addressed in a river recreation planning process. Various actions and strategies have been attempted by managers to address the issue of unlimited access versus user controls. These actions and strategies have been met with varying degrees of success in acceptance and implementation feasibility. There is considerable literature on the subject but no methods of decision making or implementation efforts that are examples of easy, non-controversial, and universally accepted programs.

A key concept in the success and acceptance of use limitations appears to be linked to visitors' perception that the limits are necessary and will address real problems (Stankey and McCool, 1991). Another important point, is that limits appear to be most effective in situations where there is rapidly increasing use (Stankey and McCool, 1991). It is anticipated that the North Fork of the Stanislaus use will rapidly increase, indicating that use limit management will be an appropriate and effective tool.

"Carrying capacity" decisions, determining the appropriate level use for a particular activity in a particular setting situation, historically has been the first step in use limit management programs. Following that are the "allocation" decisions to divide the limited number of use opportunities to the prospective groups or types of users. A final step is the "rationing technique" that distributes the allocated use to individuals within a group allocation. These decisions are essential when use of an area has, or is anticipated to, exceed a level of acceptable impact or capacity.

CARRYING CAPACITY - AN EVOLVING CONCEPT

Concern about overuse causing impacts on the ecological and social environments of an area had led managers to try to establish "carrying capacities." This approach has focused attention on the amount of use and the search for a specific number of people that can be allowed to use an area without causing unacceptable changes to the natural environment of the recreation experience.

Although the carrying capacity concept has been used in the past to address similar river management issues, it has some inherent problems. It assumes that the amount of use an area receives is directly proportional to the amount of resulting impacts,

does not adapt to use level changes, and does not have a built in process that can incorporate NEPA requirements. Much of the adverse impact of recreational use is not the result of too much use, but rather the kind of use, the behavior of visitors, and the timing and distribution (location) of use (Hendee, Stankey, Lucas, 1978). The amount of impact caused by a specific number of users can be affected by the activities of the user, the user's level of skill, the pattern of use and other factors. Furthermore, the amount of use is not always directly related to the amount of impact (Cole, 1981)) Because of these problems, it can be very difficult to come up with a specific number that is a river's "carrying capacity." Therefore, actual use levels ("carrying capacity numbers") are of limited value in predicting either ecological or social resource impacts.

The traditional carrying capacity approach to managing rivers often leads managers to institute a system of use rationing, which is a fairly heavy-handed management tool. The search for a single carrying capacity number also misdirects the managers attention to numbers instead of trying to correct specific problems (Washburn, 1982).

A more proactive approach to the problem is to determine the resource values and management objectives for each particular area and activity, the specific issues and limiting factors that apply, and the management actions needed to protect the resource values and meet management objectives. Through this approach, the desired resource values and quality levels are identified as goals, and efforts are concentrated on maintaining quality rather than waiting until there is a documented problem before any actions take place. The Limits of Acceptable Change process was developed with this in mind.

LIMITS OF ACCEPTABLE CHANGE

The Limits of Acceptable Change (LAC) process represents a reformulation of the recreation carrying capacity concept with emphasis on desired social and resource conditions rather than how much use an area can tolerate. The LAC concept is based on the premise that recreational use of an area can affect the quality of both the natural environment and the recreation experience. In applying the LAC concept, managers assume that change to the ecological and social conditions of the area they are managing is going to occur, due to both natural and human factors. The goal of management then is to keep the character and rate of change due to human factors within acceptable levels (Hendee, Stankey, Lucas, 1978).

Although originally developed for Wilderness management planning efforts, the LAC concept has been successfully implemented, as an alternative to establishing carrying capacities, for several wilderness, river and outfitter/guide management situations. LAC has been used to develop management strategies for areas including the Colorado River in the Grand Canyon, the Snake River in the Hells Canyon NRA, and many recently nominated or designated Wild and Scenic Rivers.

The core procedures for implementing the LAC concept involve first identifying issues and concerns, and then developing management objectives and describing the recreation opportunities that will be provided. Next, identify the ecological and social factors that are likely to change and select indicators which can be easily observed and used as a gauge to determine the amount of change that is occurring. An inventory of existing situation for the indicators follows. For each indicator, managers must then set a standard, which is a threshold value which defines the amount of change that is acceptable and unacceptable. The purpose of selecting indicators and standards is to provide managers with reference points so that they can judge whether the recreation opportunity they are trying to manage for is actually being provided over time. The standards serve as trigger devices rather than as management policy. If conditions deteriorate and a standard is approached, mitigation action can be taken to avoid unacceptable change. Managers retain the flexibility to implement any of a wide variety of mitigation actions. In the past, limits on the amount of use were frequently instituted when adverse impacts occurred, but the LAC concept allows the flexibility to implement many other kinds of management actions to control specific problems.

The LAC process procedures include the scoping, information, alternative development, analysis, and alternative recommendation requirements necessary for the NEPA process. LAC also provides opportunities for integration of public involvement and interdisciplinary team participation to further coordinate with the NEPA process.

RECREATION ALLOCATION AND RATIONING

While carrying capacity decisions are designed to address a combination of physical resource and social setting (primarily crowding) impact concerns, allocation decisions address use types. The most commonly controversial allocation in river situations is between commercial and private boaters (Shelby, 1991). However, allocation between types of other river users, such as between anglers and boaters has recently been an issue on the North Umpqua river in Oregon (NORS, 1992).

River boating allocations have been typically based upon historical use splits between commercial and private users. In this system the commercial permittees already have a fixed number of "user days" which they are allowed to use and the private boaters apply for a permit (for their allocated "user days") through a rationing system which may be a queuing reservation (first come - first served) or lottery type system. There is a long standing disagreement between commercial and private boaters about the fairness of these systems. Discussions of the complexity of how these systems affect the full range of visitor, commercial boating and river manager interests and needs is beyond the scope of this project, but available from various literature sources.

Shelby (1991) recommends that the greatest improvement in use allocation policies would be an introduction of a rational planning or decision-making framework. This

would include formulating public policy goals and objectives that a use allocation system should accomplish. This system could then be compared, as an alternative in a NEPA process, to other allocation systems for a decision that would then be based upon comparisons of how they meet goals and objectives. Shelby suggests the following "public policy principles" for evaluating allocation systems for river management:

Treat the commercial and non-commercial public equally.

Avoid creation of a what can be considered a "property right" or "vested rights" of a permit based on use of the public resources.

Be flexible to adjust to changes in use patterns and planning horizons.

Promote high-quality river guide services while minimizing their business problems.

Minimize costs (time, money, convenience, etc) of access to river by all publics,

Minimize "no-shows" of allocated user days and make unused user days available to other potential users.

FREEDOM OF CHOICE ALLOCATION SYSTEM - A CONCEPT FOR CONSIDERATION

The Freedom of Choice Allocation System (FOCAS) is a significant and controversial departure from the traditional allocation approach of designating a percentage of available use to commercial and non-commercial users. The basics of FOCAS are that all users would be required to obtain a permit, if use limits are implemented, but the permits would not be allocated between user groups. Permitted users would then have the choice of going on a commercial boat trip or boating as private party. Visitor research (Stokes, 1991) found that the public preferred that all users be treated equally and this allocation approach was developed to satisfy that preference.

In 1986, the Flathead Wild and Scenic River Management Plan Supplement chose FOCAS if conditions on a river management unit ever deteriorated to the point where limited permits were deemed necessary. In an analysis of FOCAS for a draft of the plan, the deeply divided concerns of the commercial and non-commercial interests were discussed (Penner, 1985). The discussion included the following conclusions:

"The nonoutfitted users, dissatisfied with the inequality of other allocation systems, feel that the freedom of choice is the only type of system that truly treats all river users the same. The professional river outfitters contend that this system

will put them out of business due to its lack of stability and predictability. This leaves managers faced with a situation which is inherently political and for which there is simply no right or wrong answer."

"Decisions on how to allocate river use will always remain subjective judgements to the river manager. But, by listening to the concerns of all river users and by collecting as much data as possible on the user's need and preferences, the decision on allocation should be a little easier to make. By adjusting the rationing techniques to the needs of both nonoutfitted and outfitted river users, the freedom of choice allocation system should be more "user friendly" and the chances of its success will be greatly increased. Adjusting the rationing techniques to fit the situation may also save the managing agency time and money in administration of the permit and allocation system."

Members of the river outfitter industry in Montana appealed the Flathead Forest's decision to adopt FOCAS in 1986. The appeal went up the the Chief of the Forest Service and the Assistant Secretary of Agriculture reviewed the Flathead River Plan. In 1988, the Assistant Secretary upheld the Flathead Forest's decision, but indicated that the Forest Service would analyze the specific effects on all parties prior to implementation. With that decision, FOCAS is considered to be a legitimate option in recreation management (Stokes, 1991).

In 1992, the Warm Springs Tribe in Oregon selected FOCAS for management of their portion of the Deschutes River. The Tribe's decision was based upon their opinion of the the simplicity of the system to administer, fairness to all users, and that the system prohibits what they felt was a "vested rights" situation that commercial interests have with other allocation systems (Garren, 1992). The Oregon State government also supports FOCAS for use on the Deschutes River. However, the other agency (BLM) administering the remaining portions of the Deschutes has not made a decision to adopt FOCAS system and the issue remains unresolved as of last report.

Though FOCAS is accepted as an allocation technique, it has not been put into practice in river management as of the writing of this project report. The areas where is has been chosen have not had to implement it as use levels remain below benchmarks requiring an allocation system to be implemented.

However, the FOCAS concept has been in practice in non-river management situations (Penner, 1985). Most States issue their non-resident hunting tags for big game animals on a first-come-fist served basis or lottery system, and then the hunter decides to use a commercial outfitter or not. In some States such as Wyoming, for many years the outfitting industry could purchase non-resident elk hunting tags prior to the period when the general non-resident public could apply. This system had similarity to the traditional river permit system where a large block of the permits are already allocated to commercial river guides. Under the Wyoming system, over time, all the the non-resident elk hunting tags ended up being purchased by the outfitters

to guarantee clients. In 1972, Wyoming changed to a lottery sale of tags to all non-resident hunters and then the hunters had to choose to hunt with an outfitter or hunt on their own. Similar to the concerns that boating outfitters have, the Wyoming hunting outfitters felt that their business would be jeopardized with this type of system. The outfitters adopted to the system with marketing changes and continued in business.

EXPERIENCE TIME SLOT SYSTEM - A CONCEPT FOR CONSIDERATION

The Experience Time Slot System (ETSS) is a fairly simple concept of allocating different time periods for different opportunities. Norm Ando (1986) elaborated on the value of the concept as a planning and management tool where there are distinctive user groups, with different recreation experience preferences, and conflicts resulting from these differences. ETSS provides a mechanism to respond to competing demands and could allow otherwise conflicting activities to occur in the same area, but different times.

An example of the use of the ETSS concept would be where the types of activities and time patterns of user groups were first identified and determinations made about use levels and importance of the time. For the North Fork of Stanislaus, it may be determined that the early morning and evening hours are important to anglers, the late morning important for river floaters for launching, the mid-day heat may be the most important time for swimmers, waders, and picnickers. With this information, it is possible to develop a managerial setting where conflicts between these user groups are reduced. An example of this would be to have designated river float launch periods for the late morning only. This would reduce conflicts with other users and for all practical purposes, provide a time period where each user group could count on having minimal conflicts with their desired recreation activity.

Norm Ando may have been the first to fully elaborate on the concept and give it a recognized title, but Richard Arney (1979) described the concept's use on the North Umpqua River in Oregon. Arney's goal was to reduce conflicts between anglers, kayakers, and commercial white water rafters on a popular fly fishing segment on the river. This scenario is quite similar to anticipated conflicts on the North Fork Stanislaus, with the addition of a significant group of water play users (swimmers, waders, sun bathers). Arney described how the guidelines for timed closures of certain uses were developed and scheduled, and a voluntary guideline program established in 1978. The guidelines were based on recognition of the prime times and seasons for each activity, analysis of conflict components, and selection of time schedules that maximized conflict reduction during prime times, and allowed all uses during low conflict potential periods.

Discussions with personnel from the North Umpqua Ranger District in the spring of 1992 (Murphy) indicated that the voluntary guidelines worked very well. It was expect-

ed that there would be conflicts due to users not complying with the voluntary guidelines, but conflict reports have been minimal.

In July of 1992, the Forest Service and BLM released their Wild and Scenic River Management Plan for the North Umpqua and determined the guidelines were to be formalized as legal closures. The National Organization for River Sports (NORS, 1992) appealed the closures on the basis of the opinion that the Wild and Scenic Rivers Act does not grant authority to close rivers sections to boating (at the request of another user group) and that the closure is a violation of navigation rights. It appears that NORS favors the voluntary guidelines, but is concerned that the precedent of legal closures could spread to other rivers. In a September 1992 letter to its members, NORS recognized that several other river organizations did not join the appeal and that there is a precedent for such closures in Great Britain.

The NORS appeal was denied. However, the Forest Service and BLM have decided to not enforce the closures yet. In a December 1992 letter to NORS from the BLM (lead agency in the appeal process), NORS was informed that additional public hearings and analysis of the issue will be made prior to implementing the closure.

VI. RECOMMENDED LAC PROCESS STEPS

Using the nine step LAC model (Stankey, et al, 1985), and modified to incorporate NEPA requirements and river management planning needs, the following are the planning process steps recommended for implementing the LAC concept in planning for management of the North Fork of the Stanislaus River:

1. Identify issues and concerns for the river area including natural resources and social concerns.

This step is accomplished during public and internal scoping activity at the beginning of the planning process. This step includes input from the NEPA ID team members and specialists (Forest Service, California Department of Parks and Recreation, and other agencies such as California Department of Fish and Game, California Department of Forestry, and the County Sheriffs Dept.), as well as input from commercial river outfitters and the general public.

The scoping process would include information and notification about the planning process to public, organizations and agencies from mailing lists. Sources of mailing lists include "Environmental Quarterly" (a Stanislaus Forest quarterly publication of environmental analysis projects that is mailed to a well established list of interested individuals and organizations), commentators from the LMP W&S Rivers study, and local government agencies. Members of a Task Force should be recruited from these solicitations as well as requesting input about issues and concerns.

The Task Force idea is to build an advisory group of interested individuals (user representatives, local landowners, outfitters, and organization representatives) and other agency personnel. The Task Force assists in identifying issues and concerns, and later on in the process, developing objectives, management alternatives, and finally review of entire process for revisions and changes. The Task Force is to run concurrently to provide data for ID team and develop consensus of actions. See Appendix A, Public Involvement and Task Force - Ideas and Examples, for more information.

Public meetings will need to be set up in local community area to provide opportunity for additional public input as well as information about planning process and to answer questions about Wild and Scenic designation.

Meetings of ID Team Leader and Task Force should be scheduled with key interested individuals, local government, and organizations.

The LMP Wild and Scenic River Study, and other existing documentation (Sourgrass Recreation Facility EA, Forest OHV Plan, etc) should be reviewed to insure issues already analyzed are integrated.

The purpose of this step also serves as an information gathering basis for establishing management objectives and guiding allocation of opportunity classes later on in the process.

The product of this step will be an accumulation of information identifying issues, concerns, unique values and special opportunities, and problems requiring special attention.

This step also serves the NEPA process by providing for a scoping and public involvement process, identifying issues and concerns, and selecting an ID team.

2. Define and describe Opportunity Classes for the river corridor.

This step involves dividing the North Fork of the Stanislaus River into homogeneous units for management purposes. Delineate management units by LMP recommended Wild and Scenic Rivers segments (or Congressional Act if superseded), Recreational Opportunity Spectrum class and other management considerations. Management units do not have to correspond to the boundary of a designated Wild, Scenic or Recreational segment. The units may be larger than, divide, or correspond with designated segment boundaries.

The recommended Wild and Scenic River segments are within diverse sections of public lands with their own unique resource conditions and settings. Fortunately, the recommended sections of Wild and Recreational being addressed in this Action Plan, are homogeneous enough that an additional differentiation or zoning is not anticipated to be necessary. With this in mind, the management emphasis for each segment can be directly address the values and resource conditions of the segment within the guidance provided by Wild or Recreation descriptions within the Wild and Scenic Rivers Act.

However, if during the LAC inventory process, there is significant enough differences within a segment it will be necessary to re-analyze and divide a segment into separate management units.

Delineation of management units should be based upon patterns that are identified from reviewing existing physical setting and historical use. Considerations that must be used to delineate management units should include:

1. ROS inventory of activities, settings and experience attributes.
2. Adjustments based upon professional judgement from managerial concerns, constraints and experience.

3. Select indicators of resource and social conditions to be monitored.

Indicators should be developed based upon the resource issues and concerns recognized during the scoping and public involvement process and should reflect Wild and Scenic River management objectives.

For each river management unit, indicators would be selected to be monitored over time that would provide feedback on whether the desired objectives were being provided. Not all the issues identified in step 1 need to have indicators, but indicators of resource and social conditions (for recreation management) should be selected.

"Critical Indicators" may be chosen that reflect the overall physical resource condition or recreation opportunity situation. Indicators chosen as critical elements of the recreation opportunity are not necessarily tied directly to specific objectives. Overall the indicators need to reflect the intent of measuring change by showing conditions and trends. Monitoring the conditions being sampled by the selected indicators can probably insure the entire resource situation is being evaluated.

If there is a need to add, delete, or change indicators in the future, this can be accomplished by an updated review of the process in the future.

It is desirable to have a few indicators that are effective and feasible to measure rather than trying to measure everything. Effective indicators are:

- easily measured
- relevant to river and issues
- specific
- sensitive to change
- reliable
- economically feasible (budget and personnel)

The product of this step would be a list of measurable resource and social indicators.

4. Inventory and describe current situation for indicators selected.

An inventory of the existing situation, in terms of the indicators selected, will be accomplished to provide baseline data about the current situation.

The inventory program should be developed by the ID team of specialists involved in the NEPA process. This should provide the resource knowledge and expertise to develop a scientifically based inventory program.

A recommended inventory procedure would include:

- a. Identify inventory needs. Design method and sample program.
- b. Gather already available/documented information.
- c. Train field inventory personnel.
- d. Set up data management program for documentation and retrieval.

The completed inventory becomes a description of the existing situation, and the basis for monitoring the change of resources and recreation opportunity objectives that the area will be managed for.

This step serves the NEPA process by providing information for the "affected environment" section of the NEPA document.

5. Specify standards (limits) for each indicator.

A standard will be established for each indicator to describe the amount of change that would be acceptable or is needed. An example of how this would work would be establishing standards for crowding during float trips. An indicator for crowding may be the number of other float parties encountered on a trip. The standard for that indicator could be the specific number of encounters that may be the maximum acceptable on a trip.

The standard is a limit of each indicator rather than a desired goal. Management actions should attempt to keep the indicator well below the standard if possible. In selecting indicators and establishing standards, available information (the current situation inventory), objectives for the management unit, and professional judgement must be considered.

Standards are considered the "heart" of the LAC concept as they become the "contract" between the public, Task Force, and managers for what level of

change is acceptable for the area. Consensus building plays a vital part in acceptance of the standards by all individuals.

See Appendix B for a Sample of Potential Indicators and Standards

6. Identify and describe Alternative Opportunity Class allocations.

Alternatives may be based on individual or combination of emphasis objectives such as protection of natural resources, providing for recreation opportunities, maximizing use and/or reducing conflict potential.

The Task force will identify several alternatives, driven by the issues and concerns, for management of the physical and social resources in each management unit. Integral with the development of the alternatives, are defining specific objectives for which a particular management unit would be managed over time. Objectives may be desired conditions, themes or experiences for each alternative.

FSM 2354.41 recommends considering the following factors when developing objectives to manage the character and intensity of recreational use:

1. Capabilities of the physical environment to accommodate and sustain visitor use.
2. Desires of the present and potential recreation users and trends over time in the amounts, types, and distribution of recreational use and the characteristics of recreation users. These help identify what kinds of recreation opportunities to provide and how and where to manage and maintain such opportunities.
3. The diversity of river recreation opportunities available within the geographic region.
4. History of nonrecreation uses that are compatible or conflict with recreation use of the river.
5. Budgetary, personnel and technical considerations.

For each management unit, alternate objectives should be defined for each activity, setting and experience attribute. By describing specific objectives for each attribute, direction is given for how each management unit will be managed and for the type of recreation opportunities that will be provided for and maintained.

Objectives will be based on desired results for resource and recreation management. The Wild and Scenic Rivers Act, ROS classification, existing activities and recreation opportunities, resource concerns (wildlife, fire management, vegetation, etc), land status (private or public ownership) and other management concerns and constraints will be considered. See Appendix C, Sample Objectives.

The last part of this step is to review the alternatives and their objectives to ensure that any activities or actions are compatible with the Wild and Scenic recommended segment designation and ROS classification for an area.

The product of this step would be narrative summaries of alternative opportunity class objectives.

This step also serves the NEPA process by providing a range of alternatives for decision making that are responsive to the issues and concerns.

7. Develop Management Actions for each opportunity class alternative, and design Mitigation Measures for indicators if standard exceeded.

This is an ID team assignment in which all management techniques needed to achieve the river management objectives (for opportunity class allocations from step 6) are to be identified so that one or a combination of several can be selected.

Management Actions are to be designed to meet objectives of each opportunity class alternative and would be implemented upon selection of an alternative. Mitigation Measures are designed for implementation for when standards are at or shifting towards a non acceptable level.

The difference between the current conditions (inventoried in step 4) and the standards (from step 6) need to be identified. This will indicate where problems exist and management actions or mitigation measures are needed. Then, managers need to develop what actions will be necessary to achieve the conditions called for by each alternative and to evaluate the costs and appropriateness of implementing these actions.

In instances where the inventory from step 4 indicates that conditions are already approaching or exceeding the acceptable limits, there are a variety of Mitigation Measure approaches available to managers for addressing the problem. Because every situation will be different, it is impossible to develop a cookbook solution for all cases and case-by-case analysis is appropriate. However, there are several types of solutions that are possible.

The priority solution approach will be non-regulatory actions. Non-regulatory or indirect techniques modify or influence user's behavior, but still allow the user to retain freedom of choice. Examples include providing information to visitors on how to prevent the problem, or modifying physical features (access route modifications, provision of facilities to divert use, etc)

If non-regulatory actions are not adequate (or successful), the next approach is the selection and implementation of regulatory management techniques. Regulatory or direct management techniques emphasize regulation of behavior and thus restrict the user's convenience and freedom. The first level would be non-restrictive permits, where every user must be under a permit, but there would be no limits to permits (NOTE: the commercial users are already under a permit, so the non-commercial or private users would also need a permit). These permits provide the opportunity for education and information to help modify visitor use towards staying in the LAC standards.

The next level of regulatory management would be implemented if the first level is not successful. Examples include restrictions on use (setting numbers and rationing use), limiting float party size, limiting time periods of use, etc. The integration of the ETSS and FOCUS concepts are appropriate regulatory management techniques.

It is during this step that Management Actions and Mitigation Measures, directly tied to the LAC standards, are developed that specifically deal with commercial and non-commercial boating use. The Management Actions and Mitigation Measures for commercial use must also be developed to determine numbers of commercial permits and commercially permitted use levels as well as addressing non-commercial boating use levels. See Appendix D for FSM direction and potential Management Actions and Mitigation Measures.

8. Evaluation and selection of a preferred Opportunity Class Alternative.

The purpose of this step is to finalize the opportunity class and objectives for each management unit and to choose the specific management programs that will achieve the objectives.

This step involves the analysis of the alternatives (developed by the Task Force), by the ID team, with consideration of resource, social and managerial costs and benefits. A preferred alternative will be recommended by the ID Team.

The decision is made by a Forest line officer by selection of a preferred alternative in the NEPA document.

The product is a final decision on the opportunities and objectives for each management unit, and authorization of the management program to follow through with the decision.

This step serves the NEPA process by analyzing consequences of each alternative, recommending an alternative, and a final decision.

9. Implement selected actions and monitor conditions.

A. Implement selected management actions and if standard exceeded or approaching being exceeded, the mitigation measures.

B. Design monitoring procedures and monitor.

This step is a repeat of step 4 on a scheduled basis with a refinement of the original inventory process for long term monitoring.

Procedures for monitoring the indicators will be designed with management limitations, such as budget, work force, scheduling and logistical considerations in mind. The monitoring system is meant to inform managers and users of river conditions and to indicate whether or not the objectives for which an area is being managed are being achieved. The monitoring should not only track the conditions of the physical and social indicators, but also provide information for the evaluation of the effectiveness of the LAC standards. The monitoring procedures can be re-evaluated and intensified if it is deemed necessary.

The purpose of the monitoring plans is to:

1. recognize and document trends (positive or deterioration) in resource conditions.
2. Measure effectiveness of management actions in addressing any unacceptable change in the indicators and in accomplishing the intent of the objectives.
3. Insure that the management actions are implemented as intended and that they comply with the objectives and standards.

See Appendix E, Sample Monitoring Plan Procedures, for examples of procedures for river monitoring.

C. Periodically evaluate process by a review of monitoring data to see if the selected opportunity objectives are being accomplished.

An annual or periodic Task Force meeting is important to review data and for continuity in evaluation and adjustments in the plan implementation.

Additional indicators and standards may be needed for the future, based upon the monitoring evaluation. And likewise, some may need to be modified or deleted in keeping with the overall LAC objectives. This feedback mechanism is needed to allow future flexibility of the process as experience is acquired, issues evolve or become resolved, or as new technologies or methods are identified. The overall objective is to maintain the flow of information and flexibility to assure the LAC process remains current and assures that it is adequately measuring the desired qualities and providing the appropriate signals of unacceptable change.

VII. PROJECT RECOMMENDATIONS AND IMPLEMENTATION

RECOMMENDATIONS

The Limits of Acceptable Change (LAC) planning process is recommended for use in developing the management strategy for the North Fork of the Stanislaus. The LAC process is a "state of the art" recreation management planning process very applicable to the Stanislaus River planning needs. An important aspect is the Public Involvement Plan that is integrated for developing the plan and building public support for the plan and management actions.

The Freedom of Choice Allocation System (FOCAS) is recommended to be considered for application on the North Fork Stanislaus if use impacts necessitate. Since use limits have the greatest potential for success when use is growing rapidly, FOCAS could be very successfully applied. As part of the public involvement process, it is possible to integrate FOCAS in as an publicly accepted recreation use limit management tool to be implemented when the situation requires.

The Experience Time Slot System (ETSS) is recommended to be considered for application on the North Fork Stanislaus to help prevent user group conflicts. Even with the problems encountered with legal closures to implement ETSS, the concept has recognized value in addressing user conflict issues and is very applicable to the North Fork Stanislaus situation. As a minimum, the use of recommended guidelines should be considered if ETSS is determined to be appropriate for the Stanislaus. The success of the voluntary guidelines on the Umpqua River is an excellent example of the concept's user group conflict resolution capabilities.

OPPORTUNITIES FOR REFINEMENT

There are several opportunities for refining and improving on the information and recommendations in this project report. They include:

- Expand LAC process with more details and ideas - tailored to specific river situation.

- Develop a recommended Task Schedule with benchmark actions, their objectives and intended results and who responsible

More information on application of FOCAS and ETSS to further inform planners and decision makers about their potential as management tools.

Describe alternatives - show strengths and weakness in alternatives to LAC, FOCAS, and ETSS.

IMPLEMENTATION

Implementation of the planning guidance and recommendations should be initiated by delivering copies of this final project report to key Forest and District personnel (the planners and decision makers). This should be followed up with contacts with those personnel and by making recommendations to start the process by obligations of priority, funding and personnel.

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IX. APPENDIX

APPENDIX A

PUBLIC INVOLVEMENT AND TASK FORCE

IDEAS AND EXAMPLES

Included is a collection of excerpts from various workshop handouts and publications.

Facilitation and Effective Meetings
GROUP 5

Roles:

Facilitator

Process

Involve people
Start meeting
Present management objectives
Focus discussion
Make sure everyone is heard
Preventing tangents

Neutral

Conflict resolution skills
and techniques
Neutral referee techniques
Summarize notes and send out
Follows timeframe
Educate group on facilitation
skills
Introduce variety to prevent
boredom
Identify decision point
Credibility/trust
Process group dynamics shared
with group
Summarize at intervals
Meetings logistics

Project Leader

Content

Develop meeting objectives
Technical expert
Provide materials/handouts
Possible time keeper
Provide information/education
Coordinating with other agency
personnel
Good listener
Provide resource experts/legal
framework/sideboards
Feasibility determiner
Liaison to decision maker
Keep on track
Set the tone
Prevent negative turndown
Safe environment for participation
Access progress and determine
additional needs
Determines roles
Reinforces roles
Neutral within sideboards

Advantages of facilitation

- * Helps to cool things down
- * Stay on agenda
- * Neutral/trust
- * Ensure all viewpoints are represented
- * Keep consensus on track
- * Lets project leader listen
- * Ownership is enhanced
- * Shows commitment to process
- * Gives security to group
- * Sounding board
- * Helps reinterpret/summarize (focus on issue)
- * Keeps on schedule
- * Flexible
- * Brings interpersonal skills
- * Sets ground rules with group
- * Self-esteem maintained
- * Focus on problems
- * Ensure a next step
- * Gauging when consensus can be reached

Disadvantages of Facilitation

- * Facilitator can become scapegoat
- * May be unable to bring closure to issues/consensus
- * Need facilitators with understanding of LAC, wilderness management AND interpersonal skills
- * Unrealistic expectations
- * Can give project leader an "out"
- * \$\$\$\$\$\$\$\$\$\$\$\$\$\$

Effective Meetings

- | | |
|---|---|
| Time - Negotiate
with publics and
line officers | * flexible schedule geared toward task force |
| | * length of time gauging burnout |
| | * season of year |
| | * integrating objectives with length of meeting |
| | * coordination with timeframe for planning |
| | * frequency based on objectives |
| Location -
field trips too! | * identify whether to move meetings with task gr. |
| | * seasonal travel conditions |
| | * availability of accommodations and support |
| Facilities | * flexible room arrangements |
| | * restrooms nearby |
| | * minimal interruptions and background noise |
| | * neutral facility |
| | * good lighting |
| | * ventilation/temperature |
| | * opportunity for eye contact - circle |
| | * comfortable chairs |
| | * \$\$\$\$\$\$\$\$\$\$ |
| | * ability to seat additional attendees |
| | * visual aid capability |
| | * name tags (big print) and name placards |
| | * set up seats to mix people |

Effective meetings

- * Time limitations
 - equal participation with right to pass
- * Provide information before meeting
 - necessary information for informed decisions
 - Proposals to be discussed
- * Ground rules for media/ videotaping
 - intimidation and grandstanding can result
- * Using non-sensitive terminology
- * Take advantage of peer pressure
- * Goodies PLUS LOTS MORE

GROUP 5 (con't)

Making a meeting fun

- * Set light tone
- * Field trips
- * Specialists for informative presentations
- * Stories/jokes (not off-color!)
- * Show and tell from group
- * Team building
 - team identify items in box
- * Relationship building at beginning
- * Ask group for ideas
- * Sharing heritage/history

Structuring Public Involvement
GROUP 6

What are goals of public involvement

- * To implement plan; have it accepted within wilderness/resource sideboards
- * Tap information public knows
 - Share learning/knowledge
 - We are all learners
- * Establish group goals from existing regulations/sideboards
- * Gain public understanding/ ownership of plan and management goals
- * Managers understand public needs
- * Public participation in all types of planning
 - New way of doing business
- * Shift FS out of center of conflict - focus on issue
 - Out of lightning rod role
- * Public participation in plan implementation; lobbying for resources to implement plan
- * Get people involved doing something physical
 - Do projects, monitoring, etc.
- * FS managers accept public involvement and are willing to empower the public to be involved (but don't give up FS responsibility to make decisions)
- * Tailor involvement to your publics
 - "Know the territory"
- * Educate public about wilderness

Is there public interest based on scoping?

- * Check this throughout process with open houses, newsletters, etc.
- * Recommend a decision matrix be developed based on factors following
 - Test draft through DG network

What criteria should be used to determine if a task force should be formed?

- * Time
- * Sample users in the field
- * Availability of participants (are they busy with other planning efforts)
 - Limited public in multiple wilderness area
- * Size of area
- * Remoteness
- * Level of use
- * Level of controversy
- * Are users from local area or distant?
- * Internal FS politics
- * Political climate
 - lots of volatile issues
 - other complex projects in same area
- * Credibility and trust to be gained by having a task force. There are other payoffs
- * Better decision from group
- * Agency commitment and resources to follow through with project - planning and implementation
 - probably won't have all the resources you need to start with

BOTTOM LINE

- * Agency can't sabotage process with end runs - give process time to work and don't negotiate with participants at RO/WO

What are alternatives to task groups

- * Press releases/ public information through media
- * Traditional scoping
- * Fishbowl planning (open ID team meetings for public)
- * Public as members of ID team
- * Periodic mailings to interested citizens (speak to progress of process)
- * One-on-one contacts with key opinion leaders
- * Series of open houses
- * Sample users in field
- * Trailhead information (cards, abbreviated scoping letter, contact people)

Who should be involved (local vs. national)

- * Brainstorm interests that may be effected
- * Don't need everybody, but a good sample
- * Local level FS, not RO or WO

How should members be selected

- * Upfront, formalized
- * FS needs to know where they are headed from the beginning
 - Be organized
 - Be sure key people are involved
- * FS identify key constituent groups and select one person from each
- * Have to identify all key groups and let them select members (Scouts, Chamber of Commerce, Native Plants, etc)
 - Look beyond the obvious
- * Use criteria similar to that developed for Hell's Canyon group and others
- * Do homework first. Lots of internal planning prior to going public. Get necessary internal support

Size: depends on complexity, etc.

Maximum: 20-25 (especially if you work in small groups)

Minimum: depends on number of issues and lay groups

Follow up:

1. Decision screen/matrix
2. Selection criteria
3. End run resolution (prevent undermining)

Consensus Decision-Making
Techniques/ Social Motivators/ Political/ Understanding Small Groups
GROUP 7

How do you get to the "middle ground"

- * Talk to one another
- * Break up cliques
- * Encourage them to break up into small groups
- * Have them put ideas on flipcharts for clarification - play an interactive flipchart game
- * Don't take on the tough issues first - rather consider the common ground issues FIRST - work on successes
- * Give the process time to work
- * Don't insist (or assume) that everyone has to give a little on everything
- * Clearly define a problem, then use small group discussion (with a time limit) to come up with a potential solution
- * Understand when you allow the small group interaction to function, trade-offs occur automatically but beware the trade-off mentality
- * People need an initial period when they can express their value systems and beliefs
- * When there is disagreement, the person who disagrees must come up with an alternative solution
- * Bring in an outside neutral source of information when an impasse seems evident
- * Keep an informal atmosphere
- * Let other people do battle for you (i.e. - fight in the press)
- * Let outside people put on the internal discussions with FS managers/ Have task force give briefing on progress
- * Legal constraints - Understand when we have been taken to court and lost it has generally been when we did not follow the process - not because we hadn't kept people involved. So, follow the process and keep people involved to the best of your ability

Team Building

- * Communicate to the group the reality of group dynamics
 - high/low points they will encounter
- * Use nominal group process
- * Have "unlike" members introduce one another
- * Greeting circle - shake hands/physical contact
- * Have social meeting after formal discussions
- * Ask each person " What do you value most about this environment?" - provides information for developing common ground
- * People feel a deep, psychological need to be recognized for their expertise
- * Informal one-on-one discussion prior to, and even during the formal process works
- * RECOGNITION of expertise and progress for small advances during the negotiation process. Also give awards after the job is finished
- * Establish ground rules for the task force - and then use the ground rules to prevent "blocks" as the task force moves ahead
- * TASK FORCE MUST TAKE CARE OF ITSELF AND DEVELOP IDENTITY
- * Keep the political entities well informed
- * Encourage their aides to sit in on task force meetings

GROUP 7 (con't)

- * Show the aides the political positive advantages of supporting the solutions of the task force
- * How to disrupt the disrupter
 - Move into their space - do it with humor
- * Having a line officer in the task force lends credibility (could stifle conversation) to the effort. He/she then communicates problems, solutions, progress, etc. back to FS
- * How to get a disruptive person out of a task force
 - Define in the ground rules what will be considered disruptive, and what type of procedure will be used to dismiss the member
- * Never vote in the process - even a straw vote (a bad precedent)
- * Use common sense
- * Put yourself in the other person's shoes - see it from their point of view so you can get a better understanding - be empathetic
 - "Golden Rule"

IDEAS FOR THE LIMITS OF ACCEPTABLE CHANGE PLANNING PROCESS

BOOK TWO

1992

**U.S. Department of Agriculture
Forest Service
Recreation, Cultural Resources, and Wilderness Management Staff
Washington, D.C.**

**Edited by Linda Merigllano
Bridger-Teton National Forest**

**TASK FORCE ROLE
AND
RESPONSIBILITY**

TASK FORCE ROLE AND RESPONSIBILITIES

Jedediah Smith Wilderness Management Plan Update

I. Introduction

Due to the complexity of managing a multi-value resource such as wilderness with a mandate to protect natural conditions and processes while still allowing wilderness-compatible human use, most issues will not have simple solutions. Through public involvement, better decisions can be made, differing perspectives can be aired before they become major conflicts, and greater acceptance and ownership of the plan can be achieved. The task force plays a critical role in this process because they can deal with issues in-depth and create an effective learning environment.

II. Task Force Role

The task force is an ad hoc group of people which makes recommendations to an Interdisciplinary Team (ID team). Final approval of the Wilderness Management Plan rests with Targhee National Forest Supervisor James Caswell. The task force is composed of managers, researchers, and citizens which allows for sharing technical/scientific knowledge, legal requirements, and personal experience. All types of knowledge are equally important. All meetings will be run by a trained facilitator. The task force approach to planning is a consensus process. Consensus is defined as agreement to give it a try. The task force is expected to work towards the common goal of improving wilderness conditions to meet the intent of the Wilderness Act to provide recreation, scenic, scientific, educational, conservation, and historical values for the benefit of all Americans. Recommendations made by the task force must fall within the sideboards established by the Wilderness Act, Endangered Species Act, and Forest Service policies. Task force members will be directly making recommendations to the ID team, thus have considerable influence on how the Wilderness will be managed in the future. However, because Wilderness is a national resource, regional and national public input will be sought and incorporated into task force meetings during each step of the planning process. All task force meetings will be open to the public however non-task force members will be required to give their input through their representative on the task force and will not be allowed to participate directly in task force decisions. Interdisciplinary team members will be encouraged to attend all task force meetings. Upon completion of the management plan, task force members will be encouraged to meet yearly to review implementation progress and insure agency compliance with the plan.

III. Task Force Responsibilities

Task force members agree to:

1. Represent interests of their group and keep their group informed of task force progress.
2. Actively seek ideas and concerns from their group or community residents.
3. Attend the meetings or provide written comments prior to meeting date.
4. Approach the planning process with an open mind and be willing to discuss and understand a wide range of viewpoints.
5. Give everyone a chance to speak and withhold judgment on an idea presented by others until it has a chance to be developed.
6. Focus on issues and needs, not on personalities, people or positions, as a starting point for discussions.

A-11.

7. Attempt to reach consensus at decision points to develop a feasible, implementable set of ideas and actions.
8. Speak concisely and listen without interrupting.
9. Allow their names to be made public, so other people can relay their views through task force members.
10. If problems or concerns arise about how the task force is operating, members will make these known to the task force or facilitators and attempt to resolve them within the task force structure. Airing concerns outside of the task force often serves to undermine the process.

IV. Task Force Member Characteristics

1. Can represent the interests of his/her constituency. Is respected by constituency. Is willing to represent larger public than him or herself. Is willing to communicate and report back to constituency.
2. Is knowledgeable about the Jedediah Smith Wilderness.
3. Is willing to make the time commitment necessary to attend meetings and communicate with constituency and public.
4. Articulate and respectful of others' views.
5. Willing to work towards common goal and reach consensus at decision points.
6. Willing to work within the constraints of applicable legislation and recognizes that decisions are always made with incomplete information.
7. Willing to focus on management issues (how the area should be cared for).
8. Maintains on-going interest in the implementation of the plan.
9. Affiliated with multiple interests if possible.

V. How Decisions Are Made

The task force approach to planning is a consensus process. Thus, decisions made throughout the process will be based on general, overall agreement between all task force members, not on a majority vote. No one group or individual will probably agree 100% with each decision. Everyone will have to give a little to make progress. The strategy for reaching consensus will be to listen to all viewpoints and constructively work together to identify areas of agreement and isolate areas of disagreement. When decisions are made, task force members will be asked to indicate their level of support by expressing it as one of four levels:

1. I can easily support the action.
2. I can support the action but it may not be a personal preference.
3. I can support the action if minor changes are made.
4. I cannot support the action unless major changes are made.

Consensus generally will be defined as no one in the task force having a level 4 concern about the action being considered. Level 3 concerns will be resolved by isolating the minor changes. If the task force cannot reach consensus regarding a particular decision and is stalemated, the differing viewpoints will be documented and the Forest Supervisor will make the decision.

VI. Group Composition

Interdisciplinary Team - five members who include:

- Grand Teton National Park
- Wyoming Game and Fish Department
- Forest Service Fire program
- Forest Service Ashton wilderness and range program
- Forest Service Teton Basin wilderness and recreation program

Technical Specialists are generally agency people who are available to present information to the task force to aid in understanding a particular issue.

Specialists can be drawn from the following areas: wildlife, archeology, water, special uses, range, soil, recreation, and visuals.

The Task Force will primarily include citizens who represent a particular interest in wilderness. The exact composition may be refined but will generally include:

1. Private recreationists representing horseriders (Backcountry Horsemen), hikers, and cross-country skiers.
2. Recreation outfitters representing horsepackers, backpackers, skiers, llama packers organizational groups, and hunters.
3. Domestic livestock permittees
4. Conservation interests including wildlife, riparian systems, wilderness, and the Greater Yellowstone ecosystem
5. Educators
6. Scientists
7. Historical/cultural and spiritual interests
8. Local community residents
9. Community development interests

VII. Time Committment

One of the biggest responsibilities task force members have is the time committment necessary to attend meetings. It is anticipated that there will be between 10 and 15 meetings held between June 1990 and September 1991. Most meetings will be held on Saturdays in the Teton area. If a task force member is not able to attend a meeting, he/she is expected to provide written input prior to the meeting date. Meetings during the summer will be more informal with small working groups and will generally be held in the field. Outside of task force meeting times, members are expected to communicate with their peers and constituency group.

NEWSLETTERS

Hells Canyon River Planning Update

September 1990

The Origin of the Hells Canyon Public Task Force

In 1988, the Wallowa-Whitman National Forest decided to evaluate and revise its current recreation management plan for the Snake River corridor through Hells Canyon National Recreation Area (HCNRA). As part of the river management planning process, the USDA Forest Service contracted with the Department of Resource Recreation and Tourism at the University of Idaho to conduct a two-phase project. The first phase of the project, completed in 1989, was to survey river users who use Hells Canyon in order to obtain information regarding their recreation experience (see *Study*, page 2).

In January of 1990, the second phase—developing an update for the river recreation plan, began with the creation of a public Task Force using the Limits of Acceptable Change (LAC) planning process.

Who are the Task Force members?

Task Force members represent a wide range of interests that have a stake in the future management of the Snake River through Hells Canyon NRA. The Task Force consists of 22 individuals representing powerboat and float boat interests, both private and

commercial, landowners, conservation groups, community interests in Idaho, Oregon and Washington, Native Americans, anglers, aircraft interests and others.

Because the Task Force represents such a diverse group, it is ideally suited to develop a plan that will serve the public for the next decade.

What is the purpose of the Task Force?

The Task Force members' goal is to reach consensus on decisions that will define the river management plan. They seek to develop a management plan that achieves a reasonable balance among various interests and their concerns.

The Task Force members have a difficult job—to represent their interests vigorously, while remaining willing to listen to the viewpoints of others and to work toward achieving a consensus on river management.

To find out more about what decisions the Task Force has made, how they have made them and how you can get involved, see inside . . .

INSIDE

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Planning Area Map...4
Task Force Activities...5

Newsletters
Hells Canyon NRA

A-15



University of Idaho • Department of Resource Recreation and Tourism

Hells Canyon Visitor Use Study

River recreation is the dominant use of the Snake River in Hells Canyon NRA. National attention has been drawn to the area because of its spectacular white water, outstanding fishery and designation under the Wild and Scenic Rivers Act. A continual stream of river enthusiasts comes to float or powerboat the corridor.

Increasing Use Prompts Study

During the summer of 1988 (regulated float season) over 22,000 people floated or powerboated the river, an increase of more than 44% from 1979. The dramatic growth in recreation was one of many factors prompting the USDA Forest Service to contract with the College of Forestry, Wildlife and Range Science's Department of Resource Recreation and Tourism to conduct a visitor use study.

The purpose of the study was to describe how people use the river, to identify the visitors' perceptions of the river experience, and to identify their management preferences for the resource.

River Users Contacted

A mail questionnaire was designed and almost 2,000 river users were asked to complete the survey from April 1988 to April 1989. A high response rate of 77% indicated the amount of public interest. Individuals living in 43 different states and over 500 cities took time to respond.

Perceptions Similar

Results of the study show that the four primary user groups—private powerboaters, private floaters, commercial powerboat passengers, and commercial float passengers—often thought to be dramatically opposed in their views, do not vastly differ in their perceptions toward the river.

All four groups highly value the scenery, the excitement, the beauty, the historic and cultural attractions and the escape from daily routine that a river trip in Hells Canyon provides.

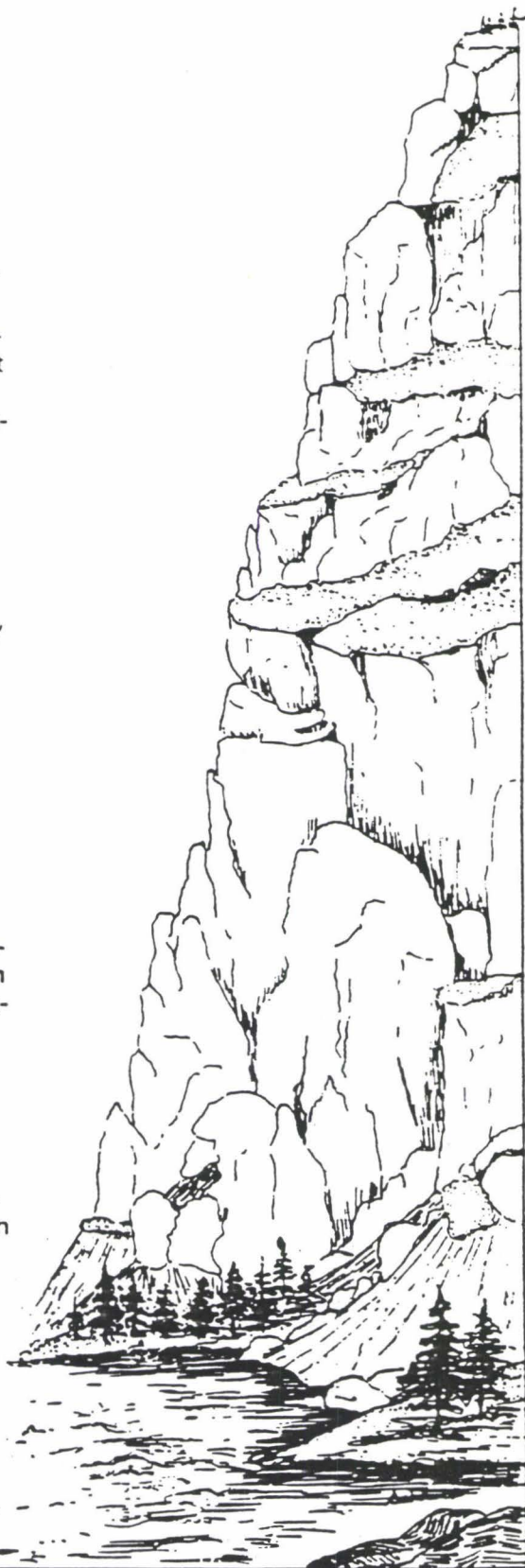
Generally the river corridor is not perceived as being overcrowded, but there is some concern with litter, fluctuating water levels and level of noise. The respondents support a variety of guidelines for managing the river to alleviate problems which may occur as a result of increased demand for river trips. Management policies perceived to protect the existing river experience are highly favored, and there is strong support for policies to increase boaters' awareness of river etiquette and understanding of management practices.

Although a high quality of recreation experience is currently being provided in Hells Canyon, the study reveals that the public is concerned about a variety of issues and may be expected to support management practices designed to perpetuate and enhance the river recreation experience.

Study Used in Task Force

The results of the study are being provided to the Hells Canyon LAC Task Force. Access to this information enables members to draw on a large number of their constituents' views, and assists the members' role as decision makers. If you are interested in obtaining a copy of the results, request a copy of the Hells Canyon Visitor Profile and Recreation Use Study from:

USDA Forest Service
Hells Canyon NRA
3620 B Snake River Avenue
Lewiston, ID 83501
(208) 743-3648



LAC in Hells Canyon

What is LAC?

The Limits of Acceptable Change (LAC) planning process guides the river recreation management plan update. LAC differs from traditional methods of developing management plans by emphasizing actual on-the-ground conditions rather than arbitrary visitor use numbers. A basic premise of LAC is that *all human activities cause impact; therefore, some change in conditions is inevitable and that management plans should focus on the conditions of the resource (effects of human activities) rather than visitor use numbers.* Building from that base, LAC works to define what is and is not achievable or acceptable for the resource and to develop a strategy for preventing unacceptable conditions from occurring.

The LAC process was developed specifically to produce resource management plans. It follows a series of nine steps, and incorporates extensive public involvement. The LAC system focuses on what the desired recreation experiences and resource conditions are. Once those are identified, the LAC process works toward defining management actions that will achieve the desired conditions.

How will LAC be applied in Hells Canyon?

The LAC planning process in Hells Canyon began with the development of a public Task Force whose members represent a variety of river users. Their primary responsibility is to use the LAC process to develop a river recreation plan. The Task Force is primarily a volunteer group, not a committee convened by the federal government. Therefore, the University of Idaho was asked to act as an impartial facilitator. The process is being directed by Ed Krumpe, associate professor and

acting head of the Department of Resource Recreation and Tourism, and graduate student Lynn McCoy. The University of Idaho is also providing the Task Force with the results of the Hells Canyon Visitor Profile and Recreation Use Study (1989) to be used as a source of baseline data.

What is the schedule for the LAC process?

The Hells Canyon Task Force began meeting in January of 1990 and continues to meet about once a month. These individuals, committed to developing a management plan for the resource, are moving through the nine-step process and developing management recommendations for the Snake River. The Task Force will continue meeting through the first few months of

1991, depending on progress made.

After the Task Force has completed the LAC process and developed a management recommendation, a series of public meetings will be held, scheduled tentatively for early spring of 1991.

Whom do I contact for more information?

Task Force members are working to represent the public and would be interested in hearing your comments. If you are interested in communicating with the Task Force, please contact Lynn McCoy, Department of Resource Recreation and Tourism, University of Idaho, Moscow, ID 83843 (208) 885-7911.



Hells Canyon LAC Planning Task Force

AGENCIES

USFS—Ed Cole / Mike Cole, Alternate
BLM—LuVerne Grussing (Idaho) / Jerry Myer (Oregon), Alternate
Fish and Game, Idaho—Keith Kiler / Fish and Wildlife, Oregon—Ken Witty
State Parks—Dell Williams

AIRCRAFT

David Bennett / Walt Whitten, Alternate

ANGLERS

John Patterson / Mitch Sanchotena, Alternate

COMMUNITY INTERESTS

Population Centers—Lewiston/Clarkston
Gerry Tutcher/Mike Martin, Alternate

Idaho Communities

Jeff Peavey

Oregon Communities

Mary Ann Carr / Arleigh Isley

CONSERVATION

Ric Bailey / John Barker, Alternate
Ron Wise / Jacqueline Forsmann, Alternate

IDAHO POWER CO.

Dwayne Wood / Ben Reingold, Alternate

LANDOWNERS

George Enneking

NATIVE AMERICANS

Sandi MacFarland

OUTFITTERS

Float

Curt Chang / Jerry Hughes, Alternate
George Hauptman / Scott Fasken, Alternate

Powerboat

Wally Beamer / Myrna Beamer, Alternate
Darell Bentz / Ellen Watson, Alternate

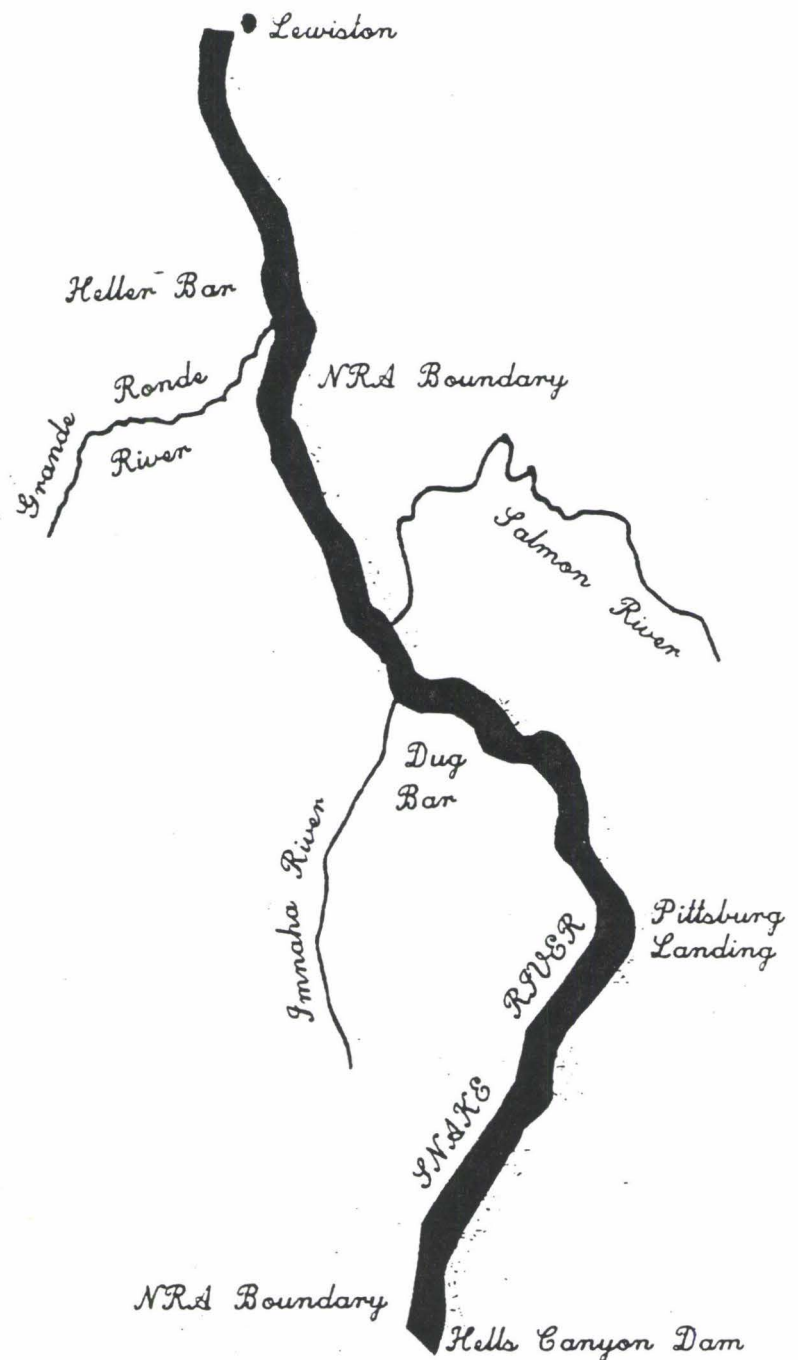
PRIVATE BOATERS

Float

Al Harris / Marty Wilson, Alternate
Susan Schroeder / Jim Lafferty, Alternate

Powerboat

Dennis Gratton
Rich Rogers / Jim Fisher, Alternate



Resource Characteristics

Planning to provide quality recreation experiences.

Natural resource areas like Hells Canyon have special characteristics that help to create a unique and memorable experience. Visitors often have a favorite area etched in memory because of some specific feature especially pleasing to the individual.

To maintain the integrity of these unique resources, the Task Force members had to define what characteristics needed to be maintained; not a simple task considering the variety of river users and the diversity of recreation opportunities.

Task Force members began by developing a list of features and values that made Hells Canyon a valuable place to recreate. Some of the items identified included: the high quality fishery, historical and cultural resources, the high scenic quality, the diversity of recreationists, the economic benefits of tourism and the ruggedness of the canyon. The Task Force then looked at this features list and generated a second list of items that identified threats to these characteristics, such as litter, vandalism, fluctuating water levels and so on.

Through this process, the Task Force members discussed overall management direction and identified areas to focus their efforts on as they worked to achieve a management plan that would provide the quality recreation experiences.

Attributes and Indicators

Planning to keep or achieve desired opportunities.

The LAC process centers around Task Force members asking "what opportunities or conditions are acceptable or desired?" Because the Snake River through Hells Canyon is a linear corridor traversing 67.5 miles, the Task Force had first to decide if there were different recreation experiences and resource conditions being sought in separate stretches of the river.

In discussing this issue, members decided that there were two primary stretches of river providing different recreation "opportunities": (1) from Hells Canyon Dam to Pittsburg Landing (Wild section) and (2) from Pittsburg Landing to The NRA Boundary (Scenic section).

Defining Desired Attributes

Managing for recreation requires different kinds of data and management concepts. Task Force members must consider the **physical attributes** of the resource, for example, terrain, existence of roads or evidence of human impact, and they must be aware of the **social attributes** of a recreation experience, for example a river user's feelings of crowding or privacy. Members must also recognize the **managerial**

attributes, such as the number of signs or types of regulations that may affect the river user.

Recognizing these attributes, the Task Force wrote descriptive physical, social and managerial objectives specific to Hells Canyon for the two opportunities identified (Wild and Scenic). It should be noted that at this point in the LAC process the members have focused on **broadly** defining the attributes to allow them to be measured at a later stage of the process. For example, the Task Force determined that *moderate use in the scenic section may occur and that contact with others is expected but not continual, providing some chance for privacy*. But at this point, members have not yet decided how they will measure "moderate use."

Selecting Indicators

With the completion of identifying the attributes, Task Force members have prepared themselves for the next stage of the LAC process, identifying indicators of conditions. Indicators determine what will be measured to discover if the resource conditions **desired** (physical, social and managerial attributes) are actually being realized on the ground.

The LAC Task Force members will continue their commitment of time and effort, planning through the first of the year, to ensure that desired resource conditions are provided for future generations.

HOW YOU CAN GET INVOLVED!

Call or Write:

Ed Krumpe or Lynn McCoy
Department of Resource Recreation and Tourism
College of Forestry, Wildlife and Range Sciences
University of Idaho
Moscow, Idaho 83843
(208) 885-7911

College of Forestry, Wildlife and Range Sciences
Department of Resource Recreation and Tourism
Moscow, Idaho 83843
157K196



HELLS CANYON SNAKE RIVER PLANNING UPDATE

This newsletter has been developed to inform you of the progress being made in updating and revising the river recreation management plan for the Snake River in Hells Canyon National Recreation Area. This issue explains who is on the public Task Force, describes the decision-making process the Task Force is using and updates you on their decisions thus far.



• Partnership • USDA Forest Service



CITIZEN GUIDES

Bridger-Teton National Forest
P.O. Box 1888
Jackson, Wyoming 83001

CITIZEN ACTION GUIDE



Teton, Gros Ventre
and Bridger
Wilderness



Bridger-Teton
National Forest



CITIZEN ACTION GUIDE

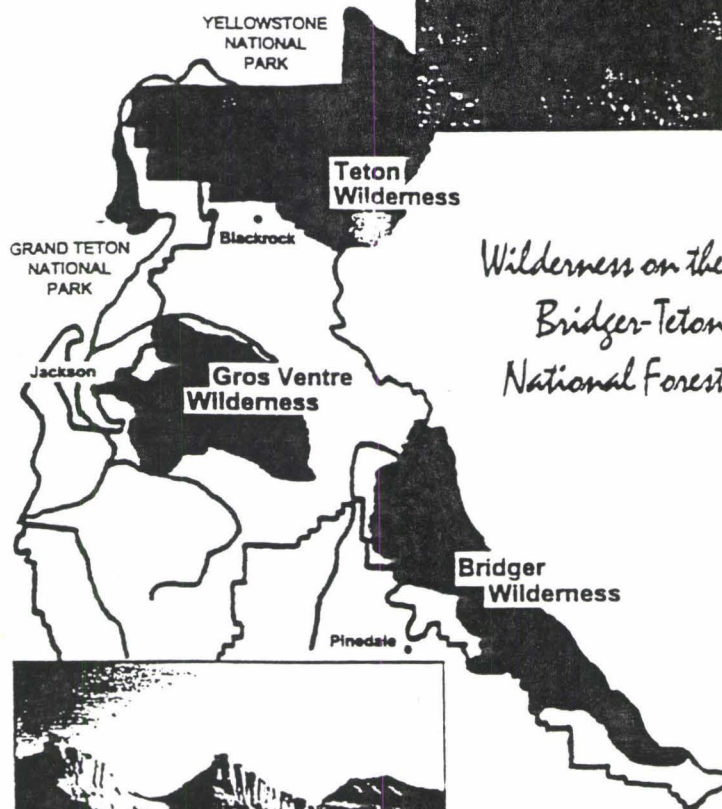
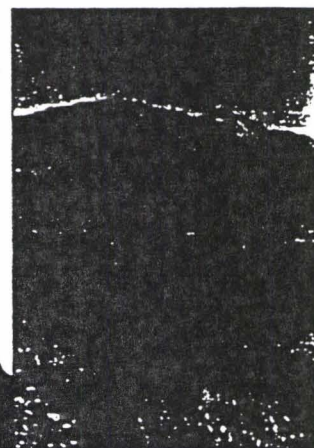
Why Should You Care About Wilderness Management Planning?

The National Wilderness Preservation System is a vestige of wild North America. The Bridger-Teton National Forest contains some of the system's most outstanding Wilderness. Congress has legally designated Wilderness, but it is not protected by simply drawing a line on the map. Unwittingly, we have caused impacts to the wilderness — from development at its borders, acid precipitation, introduction of exotic plants and animals, interruption of natural fire cycles, and damage to campsites and trails. What goes on within Wilderness must be managed with a common view of the importance of the wilderness resource. We invite you to help determine how to protect our proud heritage of wilderness for future generations.

We have heard from many wilderness users that conditions are not acceptable. Forest Service monitoring information shows that in many areas we are not achieving desired future conditions identified in the Bridger-Teton National Forest Land and Resource Management Plan. Thus, the Forest Service will develop an Action Plan for the Teton, Gros Ventre and Bridger Wildernesses. We will describe existing conditions, develop specific objectives for acceptable levels of change and identify what needs to be done to achieve desired conditions. To do this we need your help! What are YOUR concerns about management of the Teton, Gros Ventre and Bridger Wildernesses? How would you like to participate?

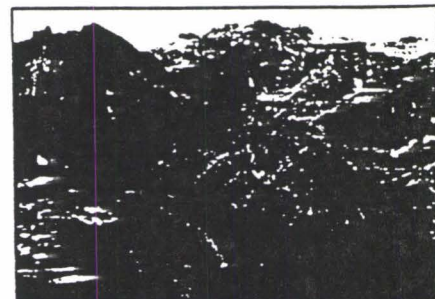
To be most helpful to the process, please return the enclosed response form by February 28, 1992. Your reply will determine how we proceed. As we develop the Action Plans, we welcome any additional comments you would like to make.

TETON WILDERNESS
 Δ 585,000 acres
 Δ Designated in 1964



GROS VENTRE WILDERNESS
 Δ 287,080 acres
 Δ Designated in 1984

BRIDGER WILDERNESS
 Δ 428,169 acres
 Δ Designated in 1964



Wilderness Is...

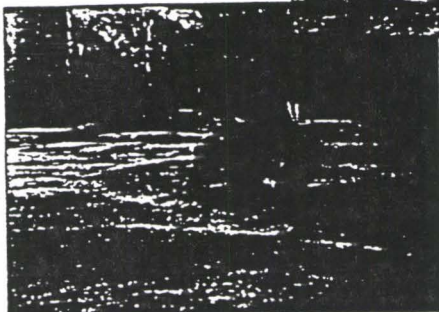
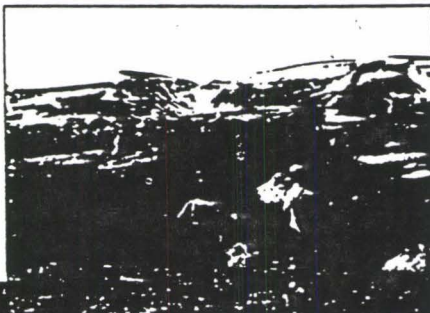
A Wilderness, in contrast with those areas where man and his own works dominate the landscape, is recognized as an area... which generally appears to have been affected primarily by the forces of nature with the imprint of man's work substantially unnoticeable, has outstanding opportunities for solitude or a primitive and unconfined type of recreation, and may contain ecological, geological, or other features of scientific, educational, scenic, or historical value.

- Wilderness Act 1964

Since the early 1900's there has been a concern that wild-lands were disappearing due to expanding settlements and the growing use of our natural resources. The push for wilderness protection culminated in 1964 with passage of the Wilderness Act. It established the National Wilderness Preservation System to "secure for the American people of present and future generations the benefit of an enduring resource of wilderness."

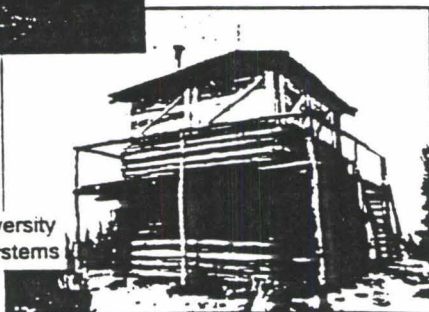
In a world with increasing threats to the health of our planet, Wilderness provides:

...Clean air and water
...Opportunities for solitude, self-reliance, and personal reflection
...Opportunities to get away from motorized and mechanical equipment



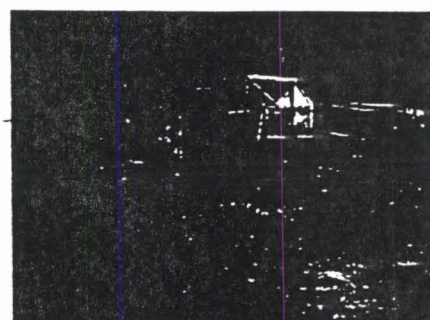
...A relatively undisturbed place for plants and animals
...A living laboratory for education and scientific study

...A link to our cultural roots
...A storehouse of genetic diversity
...Naturally functioning ecosystems



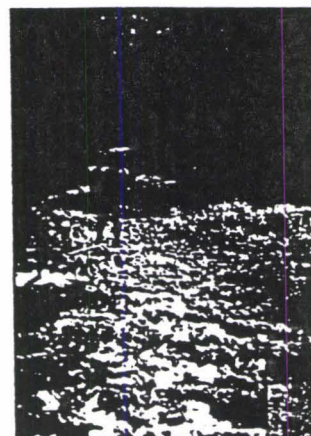
Keeping It Wild

The Wilderness Act says that "Wildernesses are to be administered for the use and enjoyment of the American people in such a manner as will leave them unimpaired for future use and enjoyment as wilderness." Wilderness management does not mean enhancing, manipulating or molding nature to suit people, but rather reducing the effects of human activities so that nature operates as freely as possible. Some of the concerns are:



Δ 61% of campsites in the primitive zone within the Teton Wilderness do not meet standards

Δ Air pollutants may threaten water quality



Δ 300 miles of trail in the Bridger Wilderness do not meet standards



Δ Fire may not be playing its natural role in the Gros Ventre Wilderness

Jackson Hole News Photo



CITIZEN ACTION GUIDE

Developing Action Plans

*What do you want Wilderness to be like
for future generations?*

To address these concerns and others, the Bridger-Teton National Forest will prepare an Action Plan for each Wilderness. Identified actions must help meet the purposes and provisions of the Wilderness Act; thus, we cannot identify actions such as using motorized equipment or eliminating domestic livestock grazing. Here is how it will happen:

FEB 1992	Public involvement begins. We will clarify the issues and find out how people want to participate.
MAR - MAY 1992	Work with citizens interested in pulling together Forest Plan direction for desired future conditions and determining where further analysis is needed.
JUN - OCT 1992	A separate working group will be formed for each of the 3 Wildernesses. Field trips will be held and conditions will be inventoried where information is lacking.
NOV - APR 1993	Each working group will develop specific objectives for acceptable levels of change and identify what needs to be done to achieve desired conditions, who is responsible for the action, and how much it will cost.
MAY 1993	Action plans are reviewed by the public and the Forest Service.
JUN 1993	A Final Product!

We Need Your Ideas and Involvement

We are asking for citizen involvement early in the process so that we can work together as partners to determine how to best manage the Teton, Gros Ventre and Bridger Wildernesses. Our goal is to provide a forum for open dialogue and mutual learning from a diversity of viewpoints. Because your participation is important to us, we need to know how you would like to be involved. Here are some options:

Citizen Task Force

A task force is composed of people with diverse interests in Wilderness. Being a member of a task force provides an opportunity to develop the recommendations and to really have a say in Wilderness management. Requires a willingness to listen and learn, along with a time commitment to attend approximately 10-15 meetings.

Issue Analysis Committee

A group of people with diverse views on one particular issue. They work together to develop recommendations for that issue. It would require participating in several meetings.

Mailed Correspondence

Writing letters with comments and ideas in response to progress reports.

Public Workshop

Submitting comments at public workshops which would be held periodically.

One-on-One Contact

Submitting comments by meeting with or telephoning a Forest Service team member.

Field Trips

Participating in trips (by foot or horse) to view problems in the field and discuss possible actions.

Progress Reports

Keeping informed of our progress through periodic reports.



CITIZEN ACTION GUIDE

Please return by February 28, 1992.

"In My Point of View"

What issues are you most concerned about? Feel Free to add any comments.

- ☐ Disturbance of wildlife and plants
- ☐ Maintaining natural fishery
- ☐ Protection of air and water quality
- ☐ Restoring the natural role of fire
- ☐ Maintaining quality wilderness recreation experiences
- ☐ Protection of cultural resources
- ☐ Trail conditions
- ☐ Campsite conditions
- ☐ Recreational stock
- ☐ Domestic livestock grazing
- ☐ Commercial outfitting
- ☐ Management of structures
- ☐ Others?

Which Wilderness are you interested in? You may check more than one!

Teton ☐ Gros Ventre ☐ Bridger ☐

How would you like to participate? Feel free to check more than one.

- ☐ Citizen Task Force
- ☐ Issue Analysis Committee
- ☐ Mailed correspondence
- ☐ Public workshop
- ☐ One-to-one contact with Forest Service
- ☐ Field Trips
- ☐ Receive periodic progress reports
- ☐ Other?

Please make changes on address label,
if necessary.

Please share this information with other
people you know who are interested in
the Teton Gros Ventre or Bridger
Wilderness.

Thank You!

TRINITY ALPS WILDERNESS MANAGEMENT PLAN

Task Force Objectives and Ground Rules

Welcome to the Trinity Alps Wilderness Management Plan task force. I think we all will find this a challenging, but rewarding experience. It is important that we all know the "rules of the game." This paper outlines the overall goals, objectives and ground rules for the task force.

GOAL--The goal is for each task force member to help the USDA Forest Service ensure that the decisionmaking process, used in selecting a management plan for the Trinity Alps, is fair and reasonable. The final plan will be one that is built upon public consensus and compromise, while using technical expertise.

OBJECTIVES--To meet the above goal, the following objectives have been established for the task force:

1. to understand the planning processes used to arrive at a final decision;
2. to help validate scientific/theoretical information with the collective knowledge of the group;
3. to bring out additional information not known by the Forest Service;
4. to garner additional public support for wilderness management;
5. to informally resolve problems and conflicts early in the process;
6. and to develop a sense of shared ownership.

TASKS--The Trinity Alps task force will address a series of specific steps in the planning process:

1. Validation of resource issues;
2. Review of opportunity class descriptions;
3. Validate selection of resource/social indicators;
4. Validation of indicator standards;
5. Determine whether range of alternatives is adequate;
6. Review monitoring and evaluation actions

GROUND RULES--The following ground rules are to guide the task force:

1. The task force will not replace public involvement for the formulation of a Trinity Alps Management Plan.
2. Please recognize that everyone will probably not agree with the resolution of each task--nor is total agreement necessary.

3. All task force meetings are open to the public.
4. It is the responsibility of each task force member to stay focused on the task at hand.
5. Certain aspects of wilderness management are non-negotiable.
6. The task force is not considered a part of the Forest Service interdisciplinary team, nor is it an advisory committee.
7. The Forest Service may, at any time, make unilateral changes to the function, purpose or composition of the task force.

TASK FORCE RESPONSIBILITIES:

Each task force member should:

1. Be committed to attending meetings (an alternative representative is permitted).
2. Be a team player.
3. Be articulate and respectful of other values.
4. Be willing to come to a group consensus on most items.
5. Listen to differing perspectives.
6. Represent a user group or self, and voice the concerns of their group back to the task force.
7. Recognize the constraints and scope of planning.
8. Be willing to review any pre-work.
9. Maintain an ongoing interest once the wilderness plan is implemented.

FOREST SERVICE RESPONSIBILITIES

The Forest Service will:

1. Manage or facilitate task force meetings.
2. Be impartial and open minded.
3. Allow all task force members to express their interests.
4. Provide the necessary data and information to the task force.
5. Be flexible.
6. Fully consider task force input in the preparation of the Wilderness Management Plan.

Criteria For Task Force Member Selection

- 1) Individual can represent the interests of his/her constituency.
 - Constituency supports their nomination.
 - Individual willing to represent larger constituency.
 - Individual willing to communicate (report back) to the constituency.
- 2) Individual is knowledgeable about the HCNRA.
 - Has knowledge about the current status of the river corridor.
- 3) Individual is willing to make the time commitment necessary.
 - Will attend meetings.
 - Will keep alternate informed.
 - Will tell the University if the alternate will attend the meeting.
- 4) Ability to focus on issues, needs and opportunities; not firm positions, as a starting point for discussions.
 - Willingness to attempt to reach consensus at decision points to develop a feasible, implementable set of ideas and actions.
- 5) Individual will allow their names and phone numbers to be made public, so other members of their interest can relay their views.
- 6) Individual should be affiliated with multiple interests if possible.

Individual Contacted:

Interviewer:

Organization:

Date:

Time:

Questions For Task Force Member Selection

Questions:

- Can you tell me a little bit about how you are involved with Hells Canyon National Recreation Area?

- How long have you been involved?

- Knowing that a variety of individuals belong to any one organization, all having their own views and ideas; do you think that you can represent the organization as a whole?

- Would you be willing to represent your constituency's stand on an issue even if it was not the position you personally favored?

- Would you be willing to regularly report back to your constituency so the group at large is informed and actively involved? (time commitment).

- The task force members will be making a substantial commitment of their time, currently we are planning to meet monthly for the next year and the committee may quite possibly schedule more meetings; do you think you could commit to attending the meetings? (Mention summer and alternates)

- The LAC process requires that a balanced group be selected from the nominations to represent all HCNRA river users; can you tell me what organizations you are affiliated with?

- Are you willing to work with people who have very different perspectives to develop a plan that everyone can accept?

- Occasionally we are contacted by individuals who wish to voice their opinions or concerns on an issue. It is our policy to put them into contact with the task force member representing their interest; are you willing to allow your name and phone number to be made public?

- The LAC process requires that a balanced group be selected from the nominations to represent all HCNRA river users; can you tell me what organizations you are affiliated with?

Address:

How the Task Force Will Make Decisions

The Task Force will not ordinarily vote, but will attempt to reach consensus, at decision points. The basic tool for reaching consensus will be a group learning process where participants gain an appreciation of the needs and views of others. The strategy for reaching consensus will be to identify points of agreement and to build upon these. Points of disagreement will be isolated and dealt with in the task force setting in a straightforward and positive manner. Given this process there will be a reasonable chance that consensus on most issues can be achieved.

In decision-making situations when the Task Force is taking action on a certain action item (such as the wording of a statement of broad river management goals), Task Force members will be asked to indicate their level of support by expressing it as one of four levels:

- 1) I can easily support the action.**
- 2) I can support the action but it may not be a preference.**
- 3) I can support the action if minor changes are made.**
- 4) I cannot support the action unless major changes are made.**

Consensus generally will be defined as no one in the group having a level 4 concern about the action in question. If one or more Task Force members have Level 4 concerns, then consensus will not have been reached. Level 3 concerns will have to be addressed so they do not become level 4 concerns at decision points.

Issues that simply cannot be resolved will be dealt with in one of two ways: if the resolution of the issue is not absolutely critical to the proposed management plan we recommend that the group "agree to disagree", that is, we will describe all sides of the controversy but not include any specific action in the plan.

If, on the other hand, resolution of the issue is deemed critical to the success of the management plan, the University will present the recommendation that has the most support and opposing points of view will be clearly identified in the plan.

APPENDIX B

Sample and Potential Indicators and Standards

(Samples based on Indicators and Standards used in other LAC management plans)

ISSUE: Crowding (Wild segment)

INDICATOR: Visitor encounters - (A) boats seen by shore users, (B) encounters between shore use parties (or individuals), and (C), encounters of other boating parties.

STANDARDS: (A) Weekends - 75% probability that less than 10 boats per day will be seen by shore users. Weekdays - 90% probability that less than 10 boats per day will be seen by shore users.

(B) Weekends - 75% probability that less than 2 parties per day will be seen by shore users. Weekdays - 90% probability that less than 2 parties per day will be seen by shore users.

(C) Weekends - 75% probability that less than 2 other boating parties per day will be seen by a boating group. Weekdays - 90% probability that less than 2 boating parties per day will be seen.

ISSUE: Crowding (Recreation segment)

INDICATOR: Visitor encounters - Boats seen by shore users

STANDARDS: Weekends - 75% probability that less than 40 boats per day will be seen by shore users. Weekdays - 90% probability that less than 20 boats per day will be seen by shore users.

ISSUE: Developments (Recreation segment)

INDICATOR: The number and character of facility developments are subordinate to the naturalness of the area.

STANDARDS: No large developments (over 50 unit campgrounds or day use parking for more than 25 vehicles) permitted. Small facility developments (boating put-in or take-out areas, dispersed toilet facilities, information signs, etc) are permitted but will be subordinate to the environmental setting. Allow no more than one facility complex for every 1/2 mile of river corridor.

Sample and Potential Indicators and Standards

ISSUE: Social Conflicts (Recreation segment)

INDICATOR: The number of visitor conflicts between recreationists (such as between boaters and anglers or boaters and water play participants) should not be a significant problem.

STANDARDS: No more than 10 reported conflicts between different user groups per year

ISSUE: Social Conflicts (Wild segment)

INDICATOR: The number of visitor conflicts between recreationists (such as between boaters and anglers or boaters and water play participants) should not be a significant problem.

STANDARDS: No more than 5 reported conflicts between different user groups per year

ISSUE: Boating Put-in or Take-out crowding

INDICATOR: Congestion at the put-in or take-out

STANDARDS: 90% of boating groups do not wait more than 30 minutes.

ISSUE: Public Safety

INDICATOR: The occurrence of accidents requiring medical care or rescue does not constitute a significant safety problem.

STANDARDS: No more than 5 reported accidents per year requiring medical care or rescue.

ISSUE: Cultural Resources

INDICATOR: Archeological site disturbance or vandalism that harms the value determined from the site's archeology evaluation. Disturbance or vandalism of archeological sites not yet evaluated.

STANDARDS: Sites are maintained in a condition that will maintain identified values. Sites not previously evaluated are not disturbed or vandalized

Sample and Potential Indicators and Standards

ISSUE: Wildlife - Spotted Owls

INDICATOR: Spotted owl habitat or nesting sites are not significantly affected.

STANDARDS: Spotted Owl habitat or nesting sites are managed within the guidelines of the Regional management plan regarding Spotted Owls.

ISSUE: Wildlife - Deer Migration

INDICATOR: Deer migration patterns are not hindered or altered.

STANDARDS: occurrences of deer migration disruption are negligible (to be determined by professional judgement of Forest and State wildlife biologists)

ISSUE: Litter

INDICATOR: Litter occurrences at acceptable level.

STANDARDS: No more than three litter occurrences (outside of campsite areas) found during monitoring float trips.

ISSUE: Private Land Conflicts

INDICATOR: The number of complaints from private land owners and/or incidents with complaints from boaters.

STANDARDS: No more than five reported per year

APPENDIX C

Sample Objectives

Recreation River Segment

Seek to improve the current resource, social and management conditions.

Provide for a diversity of recreational activities that will fit the needs and desires of the visiting public.

Incorporate management programs that allow for optimization of recreation opportunities and experiences, while reducing the impact of regulations or restrictions.

Develop management programs that are as equitable or balanced as possible in allocating experience opportunities when those opportunities are finite or competing.

Encourage recreational activities that have the least impact on the environment and other visitors.

Human and technological influence will be apparent, but subordinate where feasible.

Natural and ecological conditions and process will operate as freely as possible.

Further improvement of present or planned recreation sites will be allowed with an emphasis on protection of natural resources.

Provide for long term protection of cultural resources.

Sample Objectives

Wild River Segment

Human and technological influence will not be apparent to the visitor.

Manage the area using the "minimum tool" concept in keeping with the Wild designation. The minimum tool, structure, equipment and managerial program will be used to safely and economically accomplish the objective.

Natural and ecological conditions and process will operate as freely as possible. Activities to improve wildlife or fish habitat and/or production will be considered within this objective.

Seek to improve the current resource, social and management conditions.

Incorporate management programs that protect Wild river resource values and allow for recreation opportunities and experiences, while reducing the impact of regulations or restrictions.

Develop management programs that are as equitable or balanced as possible in allocating experience opportunities when those opportunities must be regulated to maintain or protect Wild river values.

Provide for recreational activities that have the least impact on the environment and other visitors.

Provide for long term protection of cultural resources.

Commercial Outfitter and Guiding Activities

Identify management objectives for commercial river outfitter and guide operations on the District. This would include:

Outfitter and guide activities should meet general public recreation service needs.

Encourage skilled and experienced outfitters and guides that will provide quality services.

These objectives need to be carefully considered before any new special use permit is issued.

APPENDIX D

Visitor Use Management Direction and Potential Management Actions and Mitigation Measures

FSM 2354.41a direction for Distribution of Visitor Use is as follows:

"Develop visitor management techniques needed to achieve the river management objectives. Use management techniques including site management, indirect regulation of use, and direct regulation of use."

"Recognize that use management techniques may have a significant effect on the character of the river area and the kind of recreation opportunities available. Ensure that management techniques relate to specific river management objectives."

"When regulatory measures are necessary to manage use, apply these measures as far in advance of the visitors arrival as possible. Apply management techniques before the visitor enters the river area. Then to the extent possible, allow the user to move about freely without interference."

"Apply indirect techniques for regulation of use before taking more direct action. However, do not ignore violations of laws and regulations."

"When it becomes necessary to limit use, ensure that all potential users have a fair and equitable chance to obtain access to the river. Also ensure that the use-limiting system is within the administrative capabilities of the managing unit."

POTENTIAL MANAGEMENT ACTIONS AND/OR MITIGATION MEASURES

1. Indirect methods (primarily non-regulatory) of user behavior modification may be used, such as information and education programs to decrease the attractiveness of the area and increase the attractiveness of alternate areas (such as explaining crowding of the area and recommending less crowded rivers). This also involves educating the users (both commercial and non-commercial) on ways to reduce the level of impact that they have on the resource, thus providing more "capacity" for other users.

Where possible, steps can be taken to work with or around the problem areas so that it is no longer a problem (for example, if congestion at the boating put-in, increasing the size of the put-in area if that is the most limiting factor) Whenever possible, indirect methods are preferred over direct methods.

2. Direct methods (usually regulatory) of user behavior modification may be used, such as prohibiting/limiting use in certain areas or during certain times, or altering the type of use allowed in an area (for example, prohibiting certain types of boats such as small inflatables), requiring a permit or reservation system, or decreasing access to an area. Permit options include trying the non-restrictive permits issued without limit (as a direct contact method for information dispersal), or restrictive permits that are limited and issued through an allocation and rationing system.

The "Experience Time Slot System" may be used by specifying different times/days/weeks of operation for commercial permittee, or encouraging (through voluntary guidelines or regulated time slots) different times/days/weeks to non-commercial users, thus reducing inter-party conflict, or impacts caused by simultaneous use.

3. If LAC standards exceeded, first determine if the standard violation is primarily a result of commercial or non-commercial boating use. If it is a result of commercial activities, see the following section specific to commercial use.
4. If standard violation is a result of non-commercial boating users, and the non-regulatory and non-restrictive permit systems fail to achieve the desired results, river management should shift to a system of scheduled launch times or boating time periods (ETSS concept). The system chosen should be based on the river capacity and experience Standards as developed in the LAC process
6. If all previous techniques of boating user management fail to improve the situation and stay within LAC Standards, a limited permit system for rationing the use of the river (by management unit if appropriate) should be implemented. The allocation for rationing should follow the FOCAS principles. Since this may have a significant effect on outfitter operations, a three-year period should be allowed for commercial operators to adapt and phase into the FOCAS system. FOCAS should probably only be necessary if non-commercial use equals or exceed commercial use during and Standard violation time periods. In other words, if the Standard is exceeded only on weekends, then the allocation/permit system may be necessary only on weekends.
7. After implementation of the previous actions, if monitoring indicates that the situation is back within acceptable standard, restrictions should be reduced accordingly.

POTENTIAL MANAGEMENT ACTIONS OR MITIGATION MEASURES SPECIFIC TO COMMERCIAL USE

1. If current commercial permittees can stay within LAC Standards, retain the existing number of permits. Authorize term permits to current outfitters or evaluate through prospectus process.
2. If permittees are up to level of use within their permit, and monitoring indicates that the situation is well within the LAC Standards, consider increasing use authorized in permits. Or, solicit for an additional permittee through the prospectus process.
3. If monitoring indicates that the situation is well within the LAC Standards, and a commercial permittee is not utilizing at least 75% of authorized use (for more than one season), do not renew permit (after second year of less than 75%) and distribute use to the other permittees or solicit for replacement permittee through prospectus. The 75% requirement should be evaluated with consideration for weekday low demand periods and use levels of other permittees (if all doing poorly, adjustment to entire program and use levels may be necessary).
4. If monitoring indicates that LAC Standards are not being met, and the problem is directly related to boating use, the following options should be evaluated and one or several selected:

Negotiate a voluntary reduction in permitted use levels or permit numbers

Implement FOCAS with all boating users on a permit system at a level appropriate to bring Standards to an acceptable level

Use may be reduced by only re-issuing special use permits to those that have the longest history of use and/or highest level of use in recent years.

Use reduction may be accomplished by reducing the total service days of *all* commercial permittees by an equal percentage.

APPENDIX E

Sample Monitoring Plan Procedures

INDICATOR: Crowding (on river)

Inventory Method

Use camera or observer to determine boater encounters

Sampling Procedure

Place camera or observer at pre-determined locations on specified sample days (covering weekend and mid-week periods) to document number of boats and encounters. Time-lapse cameras or cameras set to operate during specific sample times used if camera option utilized.

Sample Frequency

20% of the weekend days and 10% of the mid-week days during the boating season will be monitored.

INDICATOR: Crowding (on river, at put-in and take-out)

Inventory Method

Use patrol floats to monitor boater encounters, encounters with shore users, congestion and put-in and take-out.

Sampling Procedure

River Ranger to document monitoring items on form to be developed.

Sample Frequency

20% of the weekend days and 10% of the mid-week days during the boating season will be monitored. Random sample of days will be chosen before the season. 20% of the days will be in conjunction with the previous Indicator sampling (observer or camera) to compare and calibrate results.

Sample Monitoring Plan Procedures

INDICATOR: Litter occurrence

Inventory Method

Visual census of litter during patrol floats.

Sampling Procedure

Count and record occurrences of litter.

Sample Frequency

During each patrol float.

INDICATOR: Crowding, congestion, user conflicts

Inventory Method

On-site visitor surveys.

Sampling Procedure

Short on-site verbal surveys of a random sample of shore users near Sourgrass and boaters at the take-out .

Sample Frequency

20% of the weekend days and 10% of the mid-week days during the boating season will be monitored. Target of 20 people at each site on a weekend and 5 mid-week.

INDICATOR: Crowding, congestion, user conflicts

Inventory Method

Post trip reports from outfitters

Sampling Procedure

End of trip written report form to be filled out at the end of each commercial boat trip. All outfitters to use similar form. Made a requirement in each outfitter's Operations Plan. Specific format to be determined.

Sample Frequency

At end of each outfitter trip.